

The University of Chicago

THE DEVELOPMENT OF THE
PUBLIC HIGH SCHOOL
IN CHICAGO

A DISSERTATION SUBMITTED TO THE FACULTY
OF THE DIVISION OF THE SOCIAL SCIENCES
IN CANDIDACY FOR THE DEGREE OF DOCTOR
OF PHILOSOPHY

DEPARTMENT OF EDUCATION

1939

By
JOHN WESLEY BELL

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CHICAGO, ILLINOIS

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CHAPTER I

INTRODUCTION

Purpose of the Study

Beginning in 1856 with a single building enrolling only 300 pupils, the high-school system of Chicago has grown over a relatively short span of eighty-three years to the point where it encompasses today more than forty buildings. The present enrollments in the high schools range from 400 to 9,000, the median unit enrolling approximately 3,000 pupils. The yearly cost of educating a pupil at the high-school level in Chicago has soared from about \$35.00 in 1856 to approximately \$126.00 in 1939.

The problems that have arisen in connection with the phenomenal expansion of the high-school system and its offering are numerous. It is the purpose of this study to trace the development of the public high school in Chicago and to delineate the problems, policies and practices which have been peculiar to each phase and aspect of its evolution.

Scope of the Study

The study is presented in six chapters, in addition to this introductory chapter, as follows: (1) the development of a theory of secondary education; (2) the organization of public high schools; (3) the administration and supervision of public high schools; (4) the problems of the high-school staff; (5) the public high-school buildings; and (6) the program of studies and the curriculum.

Sources of Data

The annual reports and proceedings of the board of education of Chicago are the chief sources consulted for data bearing on the problem. Annual reports were published regularly from 1856, the date of the establishment of the first public high school, until 1917. There are no reports for 1917 and 1923. There are reports for 1924, 1925, and 1926 but none for the years 1927 to 1936. The practice of reporting was resumed in 1936, hence there are

reports for 1936 and 1937.

All volumes of the proceedings of the board of education, running from 1840 to 1938, were available to the author through the office of the secretary of the board. They contain a complete record of every action of the board during that period.

The early annual reports generally consisted of several parts: (1) a report by the superintendent of schools, (2) a report by the president of the board, (3) a report by the principal of Central High School, (4) a report by such school officials as the business manager, the attorney, the architect, the chief engineer, the district and assistant superintendents, and (5) reports by the board's various standing committees.

Preliminaries to the Establishment of the First High School

Committee appointed to recommend a high school.--Under date of November 27, 1852, the following entry is found in the minutes of the proceedings of the board of school inspectors: "Resolved, that Messrs. W. H. Brown, J. E. McGirr and G. W. Southworth be appointed a committee to enquire into the expediency of recommending to the city council a plan for the establishment of one high school for the city."¹

The minutes of the meeting of the board on December 27, 1852, contain the following reference to the work of this committee:

The report of the committee appointed at the last meeting to enquire into the expediency of the establishment of a high school for this city made report in writing through W. H. Brown, Esq.

Voted, that the report be accepted and the same be adopted as the sense of this board, and that the same committee be continued with instructions to present the report to the common council and request their action thereon and also to have the same printed in some of the daily newspapers in this city.

The committee marshalled so many powerful arguments for the establishment of a high school into such a brief compass of space that it seems advisable to quote here their report, in part:

Your committee has long been aware that the system is yet incomplete. To our common schools should be added schools of a higher character, into which the more deserving and promising pupils should be introduced, to perfect that which has

¹Proceedings of the Board of School Inspectors of Chicago, p. 137. Chicago, November 27, 1852.

been so happily commenced in the primary department.

For the present, your committee would recommend but one high school, to be located in a central part of the city, with all the proper appliances for educational purposes. The proposed high school should, in our opinion, be divided into two departments, male and female, with suitable instructors of both sexes. The studies should be comprehensive, embracing such a range as would fit a pupil to enter any of our best regulated colleges. In the female department, instead of Latin and Greek, the German and French languages might be substituted. If, however, this range should be considered too extensive, the languages might be wholly omitted, and the students confined to an English course proper, embracing natural philosophy, chemistry, astrology, intellectual philosophy, physiology, general and natural history, physical geography, political economy, algebra, geometry, and trigonometry, including surveying and engineering.

The members of the high school should be selected from the students in the common school only, in such a manner as to preclude undue bias and partiality, and from such as have acquired a good character as scholars, of fair intellect and promising talents, after a rigid and satisfactory examination for proficiency in reading, writing, arithmetic, geography and grammar.

The advantages to be derived from the establishment of the proposed school are numerous, and will be readily suggested to those who will give thought and examination to the subject. We can only glance at a few of them.

It opens the door to a general, not to say a good education for the poor as well as the rich. As by the fundamental principles of our government, all its citizens stand upon the same platform, it is politically unfair that any class should attain a prominence of position, imparting political advantages which cannot be reached by any other portion of the community. That knowledge is power, is so true that it has become an axiom and a proverb. It is also within the range of our observation that money, too, possesses power, and that the rich can have access to the best academies and colleges in our country, while the poor, for the want of the requisite means, are excluded. Let education then, be freely imparted to all.

It will elevate the standard of education in our common schools, and introduce a spirit of rivalry which cannot fail to be beneficial. The character of the school will, in a great measure, be determined by the number of successful candidates for the high school; and hence teachers will put forth great efforts, and will aim to impart a thoroughness of education, now but partially accomplished; while the pupils will have a great object in view, urging such a preparation as will secure to them the proposed avenue to honorable distinction.

It will be a school in which teachers may and will be trained to supply our future wants. It is an encouraging fact that many are turning their attention to teaching as a profession. Heretofore our school masters have been selected from those who, for want of other business, have become pro tempore teachers, intending to abandon the pursuit as soon as something more desirable or lucrative could be obtained. Such teachers are comparatively useless. They have but the name, while the substance is wanting. We must sustain the professional teacher only, and multiply them as rapidly as our population increases.

If we are permitted to refer to precedents, we may say that wherever the common-school system has been adopted in the larger

cities of our country, high schools have been invariably a subsequence. They are now in successful operation in New York, Boston, Cincinnati, Providence, Lowell, and other places, and are there deemed eminently essential to complete the machinery of education.

And, lastly, the great interests of our country demand every effort which promises to sustain and perpetuate our free institutions. We are the only people on earth endeavoring to carry out the great principles of Democratic-Republicanism, and inculcating the doctrine that a great people are capable of self-government. We are inviting the oppressed of all nations to our shores and so many from the various portions of the old world have accepted the proffered welcome, that we are indeed a mixed multitude, justifying a new rendering of our national motto: "One nation composed of many nations." Through the liberality of our naturalization laws, our circle of citizens is continually extending, and multitudes, for the first time, every year exercise the elective franchise. Enlighten the masses, and there is comparative safety, for with universal suffrage there must be universal education.¹

The committee on schools of the common council of the city received the report favorably and lost no time in recommending to its parent body that a high school be established, at the proper time, in the central part of the city. They stated as their opinion that the time for such action was not far distant.

Council orders a high school established.--The council delayed action for a period of more than two years, but on December 11, 1854, it passed the following order:

Ordered, that the committee on schools be directed to prepare an ordinance for the establishment of a high school, in connection with our public-school system.

Ordered, that said committee recommend a site for said schools [J. C. Dore] be requested to furnish an outline plan of a building for the accommodation of said school.²

In accordance with the foregoing order the plans for Central High School were prepared by Superintendent Dore, and the building was erected. The council passed an ordinance on January 23, 1855, providing for the organization and operation of the new school. The principal provisions of the ordinance conformed for the most part to the recommendations of the board's committee appointed to inquire into the expediency of establishing a free public high school.³ Some of the restrictions imposed upon the board by the council are of interest. Previously, the council had set \$200 as a maximum salary for a teacher in an elementary school.

¹Proceedings of the Board of School Inspectors, pp. 48-52. Chicago, December 27, 1852.

²Ibid., p. 48.

³Ibid., 1855, p. 50.

Likewise it limited the salaries that might be paid to the principal and teachers of Central High School, specifying that its principal should not be paid a yearly salary in excess of \$1,500, that male assistants should not be paid more than \$1,000 per annum, and that female assistants should not receive a salary exceeding \$600 per annum.

Principal appointed.--Charles Dupée was appointed principal of Central High School on June 28, 1856, at a salary of \$1,500 per year. He was not asked to do much in connection with the organization of the institution which he was to direct. The present-day principal would be expected to take care of most of the details that were handled at that time by committees of the board.

Elementary-school teachers admitted without examination.--Chicago had no institution prior to 1856 for the training of primary or grammar-school teachers. The board of school inspectors hired such teachers from whatever source they could be obtained. The turnover was very large in view of the fact that the maximum which the board was permitted to pay women teachers was \$200 per year. Hence it is not surprising to find a provision in a resolution adopted on July 18, 1856, for the admission to the high-school classes of elementary teachers in the employ of the board:

On motion of Mr. Carpenter, it was voted that teachers now employed in the public schools of the city, and all others who have at any time during the past twelve months received from the inspectors certificates of qualifications to teach, shall be regarded as qualified for admission to the high school without further examination.¹

¹Ibid., p. 223.

CHAPTER II

THE DEVELOPMENT OF AN UNDERLYING THEORY OF SECONDARY EDUCATION

The Period from 1856 to 1880

The views of Superintendent Dore, 1854 to 1856.---J. C. Dore, the first superintendent of schools, outlined the following aims and purposes of the new high school which were not specifically mentioned by the committee to which reference was made in the introductory chapter of this study:

1) It was to supply the missing step of the ladder which led from the primary school to the college or university. That is, it was to promote proper articulation of the units of a free system of public schools.

2) It was to foster the perpetuation of our democratic institutions, unimpaired.

In connection with the last enumerated function, the general statement of Mr. Dore is so significant that it is quoted here:

Republican institutions are founded upon the virtue and intelligence of the people where they exist--they can be founded upon nothing else. France has been unable to establish a republic [in 1854] upon a firm basis, and Mexico has been continually rent by internal convulsions, simply because the inhabitants of those countries have not been prepared to receive republican institutions. And this country may continue its rapid growth until it includes all North America, Cuba, and the Sandwich Islands, and neglect the education of the rising generation, its future rulers, and it will be like building upon sand. It is the province of the public schools to educate each rising generation that it may be able to transmit our institutions, unimpaired, to each successive generation in its turn. Tear down our school houses and turn our children into the streets, and our political institutions would be involved in the ruin.¹

In the present period of concern about the possibility of the overthrow of constitutional rights and liberties, of the impact

¹First Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 14. 1854.

of propaganda upon the minds of youth, and the influence of other systems of thought not in line with this country's traditional ideas of republican institutions, the high school should be considered as a great bulwark against disorder and disintegration, if the full significance of the philosophy of J. C. Dore is thoroughly understood and appreciated.

Dore felt that it was a function of the high schools to raise the general level of excellence of the public-school system. It must be remembered that in 1854 the public schools had not yet been fully freed from the taint of pauperism. They were considered by the wealthy as schools for the poor, degrading to the children of those classes who could afford to send their offspring to private schools.

Superintendent Dore was convinced that if the masses were to be satisfied with the political system of our country their future leaders should have an opportunity to secure a high-grade education in an unequalled public-school system, and that the common people should have a type of education that would qualify them to follow their leaders intelligently and of their own choice. His exact words will further clarify this view:

Places of honor, trust and profit can be filled only by persons qualified to perform the duties peculiar to such positions. It is in the public schools that the great majority of children and youth are to be educated if they are ever educated. The question then comes to every patriotic and philanthropic citizen, shall they be educated? And if they shall, how shall it be done? Shall it be by an inferior class of schools, which the more fortunate will not patronize, because they can afford to pay high tuition for a high order of private instruction, and which the less fortunate but proud-spirited will not patronize, because they are schools of the common people? Or shall it be in a class of schools so elevated, as to be worthy of the patronage of the whole community?¹

Superintendent Dore also saw in the public high school an agency for the elevation of the standard of living and the lifting of labor to a position of intellectual equality with the upper classes. He said:

In other countries, many men labor and few think; in our own, all labor and think at the same time. And labor dignified and directed by thought becomes inspired, and the hand gives form to the images of the mind; the arts are perfected and the laws of nature are investigated. The elements yield to such a combination of power and become submissive.²

¹Ibid., p. 17.

²Ibid., p. 22.

Thinking in larger terms than the advancement of the welfare of the populace of Chicago through the establishment of an outstanding high school in his city, Dore felt that the eyes of the newer cities in the West would be watching developments in high-school education in Chicago and that the example set by her would be followed by them. In his own words:

Our educational system then is a lever that already moves and may right the world. Fulcrums are wanted at all the cardinal and intermediate points of the compass, and one of those points should be the city of Chicago which stands at the very gate of the Northwest. This city, therefore, should so elevate the character of its public schools, as to become like a light set upon a hill, radiating with wonderful brilliancy throughout this Western World.¹

The views of W. H. Wells, 1856 to 1864.--Superintendent W. H. Wells, the second city superintendent, thought that one of the chief purposes of the newly established public high school was to provide a higher education for girls equal to that offered to boys. That he was familiar with the high schools recently established in the East and particularly proud of the fact that Chicago was one of the first cities to establish a co-educational high school is evidenced by the following excerpt from one of his reports:

No other city in the Union has so early in its history manifested such liberality in the endowment of a high school for both sexes. In Boston, a public Latin School was instituted as early as 1635, and an English High School in 1821; but these schools provided for the instruction of boys only. The arrangements for a Girls' High School of Philadelphia was organized in 1838, and during the first ten years of its existence was without a rival in the completeness of its appointments and the extent of its course of instruction. Its only compeer at the present time is the Free Academy of New York, which was organized in 1849. Both of these schools, though open and free to all classes, embrace a course of instruction that is equal to an ordinary college course, and both have the power to confer the usual college degrees; but they are for boys only, and neither New York nor Philadelphia has yet made any special provision for the higher education of girls. The number and character of the girls already admitted to the Chicago High School afford abundant evidence of the wisdom of our common council in making the same provision for them as for the other sex.²

Superintendent Wells thought that the high school served to bind all the other public schools more closely together. The en-

¹Ibid., p. 21.

²Third Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 13. 1854.

trance examination which all graduates from the grammar school were required to pass to gain admission to the high school had a tendency to standardize the curriculum of all the grammar schools, and to make all their teachers and principals feel that their work had a common purpose.

To prepare boys and girls for making money was not the chief function of the high school in the opinion of Superintendent Wells. He seems to have disdained wealth and physical well being. An idealist, he felt that the chief functions of the high school were: character development, cultivation of the social graces, and the elevation of the intellectual plane of living. His exact words are of interest:

When in the far distant future, the philosophic historian shall write the history of our city; when the character and the acts of successive generations shall be weighed in the scales of impartial judgment; when material wealth shall be regarded in its true light, as a means to an end; when social enjoyment, and intellectual cultivation, and moral strength shall be rightly estimated as essential elements of prosperity in every community--then will the wisdom of those who have laid the foundations of our public-school system be held in grateful remembrance; then will the names of Scammon, and Brown, and Jones, and Miltimore, and Moseley and Foster, and their coadjutors be honored as among the truest and most worthy benefactors of Chicago.¹

The theory of mental discipline has been quite generally abandoned by educators of today, but mental discipline was one of the major objectives of the high-school curriculum during the administration of W. H. Wells. He was of the opinion that the real value of education lay in the exercise of the mind, in the development of the power to think and in the disciplining of the student to desire labor of the mind.

The highest and most important object of intellectual education is mental discipline, or the power of using the mind to the best advantage. The price of this discipline is effort. No scholar ever yet made intellectual progress without intellectual labor. It is this alone that can strengthen and enliven the noble faculties with which we are endowed. However much we may regret that we do not live a century later, because we cannot have the benefit of the educational improvements that are to be made during the next hundred years, of one thing we may rest assured, that intellectual eminence will be attained during the twentieth century just as it is in the nineteenth: by the labor of the brain. We are not to look for any new dis-

¹Fourth Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 17. 1858.

covery or invention that shall supersede the necessity for mental toil; we are not to desire it. If we had but to sup-plicate some kind genius, and he would at once endow us with all the knowledge in the universe, the gift would prove a curse to us, and not a blessing. We must have the discipline of ac-quiring knowledge in the manner established by the Author of our being, and without this discipline our intellectual stores would be worse than useless.¹

Parents must have submitted to Wells many complaints of a type that are still often received by school principals and super-intendents in large cities concerning the supposed corrupting in-fluence of the large metropolitan high school in which all classes of children rub elbows. Those who consider themselves of a superi-or class apparently have always feared that their children would degenerate in the presence of the vulgarity of the masses. The following statement by Wells shows that he recognized in this field a major problem:

The unexampled success of the free school system of this country should not be suffered to blind our eyes to the evils which still mar its beauty and distract from its usefulness.

Prominent among these evils is the exposure of children to injurious social influences, as they are thrown promiscuously together.²

In his annual report of 1861, Superintendent Wells dis-cussed this problem at length, finally reaching these conclusions: (1) teachers should realize keenly that they function in loco par-entis and should keep a watchful eye upon their charges during the periods before and after school and during the periods of relaxa-tion to prevent the bad pupils from corrupting the good; (2) par-ents have the responsibility of seeing to it that the time sche-dules of their children are so arranged that there will be no time for loitering on the school grounds or premises before or after school, and that their children associate with companions approved by the home; (3) those possessing a high degree of culture have an obligation to extend their refining influences to the under-privi-leged by attending the same schools with them, to the end that vul-garity and crime may be eradicated.

By 1861 a considerable number of graduates of the Normal department of the high school were teaching in the elementary

¹Sixth Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 27. 1860.

²Seventh Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 84. 1861.

schools of Chicago. Superintendent Wells considered these teachers to be very efficient, and did not object in the least to in-breeding, as is evidenced by the following quotation:

I would respectfully recommend that early measures be taken to enlarge this department of the high school, so that we may hereafter be able to educate most of our own female teachers. We should by this means not only secure a higher standard of qualifications, but greater unity and efficiency of action, since the teachers employed would be those who have become familiar with our school system long before engaging in the services of the board.¹

Wells apparently felt that the teacher-training function of the high school should be emphasized to a greater extent than it had been.

The enrollment of Central High School was only 326 in 1864,² and the curriculum was of such a nature that only the superior graduates of the elementary school were permitted to enter that institution. Nevertheless the problem of individual differences in ability, aptitude, interests and needs had to be reckoned with, according to the following commentary by Superintendent Wells:

The school has felt the need of a more matured plan for removing those pupils who are unable to advance with success to classes more suited to their ability and attainments. By being allowed to proceed with lessons and subjects imperfectly mastered, they degrade the scholarship of the whole school, lose their own ambition, become dissatisfied, and add to the number of those who leave prematurely, instead of graduating, as might often be the case, hopeful and successful scholars.³

It will be seen from the above passage that Wells had the following ideas in mind with respect to the aims, purposes and functions of the high school:

1) It should so classify the students that the bright and ambitious would not be detained by the presence in their classes of the dull and the backward.

2) It should provide for those students of slight ability and meager accomplishments a modified curriculum and methodology which would appeal to them and encourage them to stay in school until graduated.

¹Ibid., p. 86.

²Tenth Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 45. 1864-1865.

³Eleventh Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 74. 1865-1866.

The views of Josiah L. Pickard, 1864 to 1877.---Josiah L. Pickard, the third superintendent, assumed his office in 1864. After surveying the situation in Central High School he was concerned about extending its advantages to greater numbers of students. The following quotation shows that he wished the high school to develop the democratizing function to a greater extent:

Are the accommodations of our high school sufficient to meet the wants of the city? Perhaps as many are admitted as are entitled by qualifications to enter the high-school course, but it must be remembered that the distance to the high school from the extreme parts of the city is very great, and that the knowledge of inability to attend on account of distance prevents many from applying for admission, and thus turns aside many before entering the higher grades of our grammar schools.¹

Pickard further stated that the establishment of high schools in every part of the city would give a new impetus to the cause of popular education in the rapidly growing metropolis. He felt that Central High School should no longer be used for high-school purposes. He wished to convert it into a Free Academy, a degree-granting institution with a course of study similar to that pursued in the best colleges of the time; and he urged that the necessary legislative action be taken to make such an institution legal in Chicago.

A memoriter type of work was quite prevalent in the schools during Pickard's administration. Wishing students to acquire ideas, not merely words, he sought a method and a curriculum designed to lead pupils to think and reason for themselves rather than to repeat verbatim the words of a text.²

The following statement by Pickard shows that he thought the school had an obligation to prepare the future citizens of Chicago to change places in the social scale without a feeling of frustration: "The pauper of today is the rich man of tomorrow, while the man of wealth and leisure of today may be the beggar of tomorrow. We live in a country where the people are free and changes sudden."³

A good school system was considered by Pickard to be an

¹Twelfth Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 74. 1865-1866.

²Sixteenth Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 70. 1870.

³Seventh Annual Report of the Board of Education, p. 19. Chicago, 1871.

essential factor in the prosperity and expansion of Chicago. He predicted for the city a phenomenal growth which would make it the first metropolis of the country, and he was sure that the school system would play an important rôle in this development. The high school was in his opinion a necessary unit in a good school system.¹

The views of Duane Doty, 1877 to 1880.--The annual reports of Duane Doty, the fourth superintendent, contain pleas and arguments against the abolition of the high school and the curtailment of its curriculum. Apparently the period of his administration, from 1877 to 1880, was one during which many efforts were made to effect economies in the schools. No doubt the demand for retrenchment was a result of the panic of 1873. The most impressive of his appeals follows:

The pupils between fourteen and eighteen years of age who are pursuing the more advanced studies are classed in the department known as high school. This department is an essential feature in any properly organized system of schools, and is worth many times its cost in the effect it has on the lower grades. In the history of education we find the higher institutions existing first and the system of lower schools made possible by the influence of the higher. Really, the university is the basis of our common-school system, and without the higher, the lower schools would amount to little. We should have a good classical school here in which to prepare students for the literary courses of our best universities.

Ignorant men, and politicians in the American sense, are ever attacking high schools, and appealing to the masses to cripple them, but the enlightened sentiment of the community will no doubt sustain these schools, and gradually, but surely, place them upon a better footing.²

The Period from 1880 to 1898

The views of George Howland, 1880 to 1891.--George Howland, the fifth superintendent, referred as follows in one of his reports to a function of the high school which was not mentioned in any other source consulted by the writer:

The high school is the crown of our public-school system. It is the citizen's college. It introduces the pupils to all the more important branches of a college course, teaches the methods of investigation, and imparts enough knowledge to enable one to read understandingly most of the better literature of today. It gives thorough and practical instruction in one or more languages, and at the same time without hindering the

¹Ibid.

²Twenty-sixth Annual Report of the Board of Education of the City of Chicago, p. 36. 1880.

efficiency of the general course, with little additional cost permits those who desire it to obtain a good preparation for admission to any college in the country.

Without this preparatory course much more money would be carried to eastern preparatory schools than the whole cost of the department, and many would be deterred from a collegiate or scientific course.¹

The function which Howland had in mind is difficult to define. It might perhaps be called the function of furthering the economic self-sufficiency of the municipality.

Howland had been connected with Central High School as teacher and principal almost from its very beginning. As a result of this long experience he had thought out a definite theory of secondary education. He was of the opinion that the high school had not achieved the purpose for which it was designed, chiefly due to the tendency of the teaching staff and the principals to overemphasize Latin. It must not be inferred, however, that Howland wished to abolish this subject, for he was a finished Latin scholar and was convinced that Latin had a place in the curriculum. He also wished to restore Greek, which had been abolished. The English classes in the high schools used for many years a translation of the *Æneid* which Howland made in 1884. His views concerning the purposes of the academy and the high school are given in the following excerpt from one of his reports:

The preparatory academy, with the exception of a few of deserved reputation, has of late years been largely supplanted by the high school.

The general character and influence of the two were as unlike as their leading purposes. The academy was primarily a feeder for the college and classical training; the standing of its graduates at college was as freely discussed and as well known at the academy as at the college. There was usually an English department, but it was secondary; its pupils were more transient, attending a term or two and then giving place to others.

The first object of the high school was to give some intelligent knowledge of higher English, some better culture and a better preparation for business to those who did not propose to themselves a college course. Into the course of study naturally fell some science and the modern languages.

The principals and teachers of these schools, who had generally received some classical training, felt that no higher education could be worthy of the name without Latin. This, of course, soon became a leading branch.²

¹Twenty-ninth Annual Report of the Board of Education of the City of Chicago, p. 61. 1882-1883.

²Thirtieth Annual Report of the Board of Education of the City of Chicago, p. 55. 1883-1884.

Howland repeated and reëmphasized a number of aims and purposes of the high schools which have been previously mentioned, but his most effective appeal for increased largess in their support was by way of calling attention to the fact that the United States could well afford to spend the same proportionate sum in the proper physical and intellectual development of our youth that Europe was spending on military training and competitive armaments.

He attacked the lecture method of teaching as an importation from the German university, unsatisfactory for use in the high school, and demanded that the high school interest the student and call his own powers into action.

Superintendent Howland was not sympathetic toward a utilitarian type of training; nor was he disposed to favor industrial arts for the purposes of training for the trades. He had the following to say in connection with such pursuits:

Nor should sewing, darning, frying and stewing, useful as they all are, become a part of the public-school course; they seem much better suited to the private schools, which have fewer numbers and more special teachers.

In the high school I never found crocheting a special help toward mental or moral culture.

An intelligent gentleman the other day expressed much surprise that we did not teach sewing and cooking in our schools. "Do you know," he said, with the most impressive tone and manner, "that it is almost impossible to get servant girls in the country?" Our schools are to educate not servants but citizens; and whenever the darning and the frying, the starching and the stewing become important parts of the school work, the wealthier classes will send their children to private schools and the public school to which we look for the preparation of our children for responsible places in our business and social life, will become but an industrial school for cooks and second girls, instead of intelligent men and women ready to act well their parts in whatever pursuits their inclinations or necessities may lead them to engage.¹

The foregoing quotation disposes of home-economics courses for the girls. That Howland was equally opposed to trades courses for the boys is shown by the following quotation: "Our graduates will not, I trust, many of them become carpenters and blacksmiths, though they may be mechanics and engineers; and judging from the past they will prove to be intelligent and worthy men and women, and good, reliable, useful citizens."²

¹Thirty-fourth Annual Report of the Board of Education of the City of Chicago, p. 81. 1887-1888.

²Ibid., p. 86.

The following passage reveals that Superintendent Howland was not satisfied with a definition of purpose too narrow in scope:

It is the prevailing theory that the public school is supported by the State as a means of self-preservation. . . . The free public school, I believe, rests upon a broader and deeper basis, upon the inalienable right of childhood to an education suited to the condition of the society in which it has its birth.¹

The first mention of differentiation of function or purpose of the various years of the high-school course was made by Superintendent Howland. He realized that there is a decided difference between a first-year student and one of fourth-year standing, and that the school should differentiate the purposes for two such distinctly different grades. In reading the following quotation, the reader should remember that the first-year group which is commonly designated today as the freshman class was called the junior class in 1888:

The most trying period, perhaps in our school course, and almost necessarily so, is the first year in the high school. Those who in June were seniors, in September are juniors. To the highest grade, the seniors, whether in primary, grammar, high school or college, certain privileges are ever accorded, and to pass from the highest to the lowest rank is, at the best, discouraging and painful, and the wisest and most thoughtful treatment is needed to save the pupil from the sometimes fatal shock of the transition.

The first year, or first term, in the high school is all important to the future of the young and aspiring student, and should be made full of interest, encouragement and hope. The subjects should be interesting, and so skillfully and attractively presented as to arouse the pupil to his best efforts and most loving labor.²

The views of Assistant-Superintendent Nightingale.--In 1887 Augustus F. Nightingale became assistant superintendent charged with the administration of the high schools. In the report of the superintendent to the board was included a short report by Nightingale throughout the period of his incumbency. His reports were not limited to a theoretical discussion of the aims, purposes and functions of the high schools. They set forth the results of a series of investigations which Nightingale conducted to determine empirically just what functions these institutions were actually

¹Thirty-sixth Annual Report of the Board of Education of the City of Chicago, p. 50. 1889-1890.

²Thirty-fifth Annual Report of the Board of Education of the City of Chicago, 1888-1889.

serving. He used the questionnaire method with the members of each of the high-school graduating classes during his incumbency to ascertain what plans the graduates had in mind for the immediate future.

With such facts before him Nightingale was probably better able than his predecessors to make recommendations for modifications of the curriculum which would enable the young people in the high schools to do better the things that they were actually going to be doing anyway. In 1894 he found that twenty-five per cent of the graduates expressed a desire to teach, most of them in the common schools. Some were planning to teach in the high school. Twenty-six per cent intended to pursue a college course. Twenty-three per cent were undecided as to their future fields of labor or expressed various intentions such as studying art or music, entering business colleges so-called, taking post-graduate courses in the high schools, entering at once upon the study of law or medicine, or engaging in some business pursuit in bank, grocery or dry-goods store. With few exceptions, all had some definite plans for the immediate future.¹

After discovering in 1900 that not more than twenty per cent of the two upper classes were planning to enter college, Nightingale declared that all the work specified by the colleges as required for college entrance could be accomplished in the last two years of the high-school course. His conclusion was that the first two years should be devoted to terminal courses, the units of which should yield real values no matter at what point the students enrolled in them should be forced to sever their connections with the high school.²

The views of Albert G. Lane, 1891 to 1898.--The purposes of the high school as seen by Albert G. Lane, the sixth superintendent, were: the training of the mind, the unfolding of mental power, and the development of right character.³ He was the first school official to give expression to a principle which has been very generally adopted by curriculum makers in recent years, namely that

¹Forty-first Annual Report of the Board of Education of the City of Chicago, p. 98. 1894-1895.

²Forty-seventh Annual Report of the Board of Education of the City of Chicago, p. 85. 1900-1901.

³Thirty-ninth Annual Report of the Board of Education of the City of Chicago, p. 53. 1892-1893.

each unit in each course must have a purpose and a function or real worth per se: "A true course of study, with the possible higher education in view, should be so constructed that, at whatever point the pupil stops, or turns aside, he has had the best for himself."¹

Superintendent Lane felt that the welfare of the individual pupil, not the ease of managing a school, should be the first consideration. He wished the high schools to provide for individual differences and to be flexible enough to do so.

I am more and more in favor of elasticity in our courses of study. Our supreme effort should be to ascertain the natural aptitudes of pupils and to suit their studies to their tastes and talents.

Mental as well as physical diet should be in consonance with one's constitution. Failures in school, as in business, are occasioned by an attempt to do what one is not by nature equipped for accomplishing.²

The foregoing quotation is evidence that Lane felt with the "moderns" that nothing succeeds like success, and that he wished students to avoid frustration and to experience achievement which they felt worth while.

During the administration of Superintendent Lane the first determined efforts were made to provide special schools and facilities for atypical children. He advocated a parental school similar to the one that Boston had established.³ In his opinion, there were enough blind, deaf, and feeble-minded children living within the boundaries of Chicago and Cook County to demand state institutions in the city for their care.⁴

His theory of secondary education called for a broadening of the curriculum, an expansion of the provisions for caring for individual differences. For him the specialized school was the only answer to the problem. That the comprehensive or cosmopolitan high school did not appeal to him is revealed by the following statement:

¹Thirty-sixth Annual Report of the Board of Education of the City of Chicago, p. 41. 1889-1890.

²Forty-fourth Annual Report of the Board of Education of the City of Chicago, p. 75. 1897-1898.

³Thirty-ninth Annual Report of the Board of Education of the City of Chicago, p. 66. 1892-1893.

⁴Fortieth Annual Report of the Board of Education of the City of Chicago, p. 38. 1893-1894.

The question of giving pupils greater freedom in the choice of studies involves specializing the work in our high schools to meet the demands of several hundred students who leave after the first year of high-school work, or who never enter the high schools, because they wish to make a special preparation for business life, and the present course of study does not offer the necessary facilities. Such pupils enter the business colleges. This has led to the consideration of the question of establishing a separate commercial high school. By establishing English high and manual training schools on the north and south sides of the city and adding to the present course of study domestic science, commercial and industrial arithmetic and geography, commercial law, and business records and office practice, provision can be made for optional courses that will prepare students for varied domestic and commercial pursuits.¹

Many potent arguments were advanced during Lane's administration for the establishment of a specialized commercial high school. The war of 1898 with Spain had filled men's minds with visions of a vast commerce with the Philippines, Cuba and Porto Rico. There was much talk of the tremendous increase in our foreign trade which would result from the completion of the Panama Canal. One of the major purposes of the commercial high school was to be the advancement of foreign commerce and the opening up of foreign markets for American goods. A reciprocal advantage to the individual and to the state was seen in the establishment and maintenance of high schools. "What the State does for the individual in his education finds its compensation in what the individual does for the State in its preservation."²

The efforts required to keep the schools open and running were apparently not as great after the panic of 1893 as after the panic of 1873 and the depression of 1929. Lane expressed thus in 1894 his conviction that the days of attack upon the high school were over:

There is no longer any question of the deserved place of high schools as an integral part of a public-school system. No one questions at this day their right to encouragement and support, nor their reflex influence upon the lower schools. They have justly come to be considered the colleges of the people, wherein are to be found the sons and daughters of the rich and poor alike, moving along the same plane of high privilege.³

¹Forty-fourth Annual Report of the Board of Education of the City of Chicago, pp. 50-51. 1897-1898.

²Forty-first Annual Report of the Board of Education of the City of Chicago, p. 16. 1894-1895.

³Ibid., pp. 24-25.

In order to provide adequately for individual differences it was necessary to organize high schools of sufficient size to increase materially the curriculum offerings. A great deal of territory was annexed to Chicago in 1889, and in this new territory there were several small high schools. It was necessary to determine a policy with respect to the optimum size of a high-school unit in order to reorganize effectively the resulting heterogeneous group of high-school units which constituted the high-school system in 1890. Lane reported as follows on this issue in that year: "There are too many high schools in this city; too many by half, if the conditions were not such as to make it unavoidable."¹

The enrollments of the high schools ranged from 31 students in the smallest unit to 1,006 in the largest, with the enrollments of the other nine units distributed as follows: 74, 120, 167, 218, 268, 291, 332, 409, and 611.²

The Period from 1898 to 1939

Since the administration of Albert G. Lane, there is little to be found in the annual reports of the board, or in their proceedings, concerning the aims, purposes and functions of the high schools. Certain of the superintendents of this recent period have made no definite recorded statements on these matters.

Superintendent Cooley and the vocational-training issue.-- The industrial-arts and vocational-training issue has been up for discussion from time to time since the administration of Superintendent Cooley, 1900 to 1909. He was sent to Germany to study vocational education. In his report to the board he recommended a dual system of schools similar to the present Wisconsin system, but his recommendation was not accepted.

When the board of education became committed to the 6-3-3 plan of school organization in 1924 the junior high school was opposed by certain Chicago groups, notably the Chicago Federation of Labor. It was charged that the board was attempting through this instrumentality to revive in another form the discredited Cooley plan.³

¹Thirty-seventh Annual Report of the Board of Education of the City of Chicago, p. 40. 1890-1891.

²Ibid.

³Proceedings of the Board of Education, p. 1380. Chicago, June 18, 1924.

Originally, technical work was offered in specialized schools. But opinion on the issue of specialized versus comprehensive high schools seems to have been so divided that a compromise was effected. As a result Chicago has six specialized high schools in addition to a considerable number of comprehensive high schools.

The organization of the high schools will be presented in Chapter III of this study. A brief summary of the various theories concerning a proper system of high schools has been presented here in order to show that the question of the type of organization to be effected was a vital one, which probably over-shadowed in the minds of many of the later superintendents the question of general aims, purposes, and functions of the high schools.

The views of William McAndrew.--When Superintendent McAndrew came to Chicago, he had a very definite notion with respect to the purposes and functions of the high schools. Thinking of the elementary, the junior high, and the senior high schools as a well-articulated system of units with a common purpose, he stated his philosophy briefly thus:

Compared with the bewildering collection of educational definitions invented by various lecturers, the fundamental law of our state is simple. The constitution promises that we "shall provide a thorough and efficient system of free schools whereby all the children may receive a good common-school education." What the purpose of this enactment is appears from its parent statute, the early territorial ordinance providing that "schools and the means of education shall forever be encouraged as necessary to good government and the happiness of mankind." The framers of the ordinance, who also drew the Federal Constitution, proposed schools as an American agency for the same aims as the political system; to form a more perfect union, establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare, and secure the blessings of liberty.

The repetition of these trite observations here is due to a belief that even the local system is subjected to a tendency remarked by many observers of other school organizations which results in conducting the schools as though they were entirely for the children, for helping the pupils to make a living, to get on in the world, to profit. The proponents of our law which taxes everyone for the education of the children of only some, promised that the schools would be conducted for the benefit of the whole community.¹

Superintendent Bogan, and the religious instruction issue.--- Superintendent Bogan was greatly interested in promoting an organ-

¹Annual Report of the Superintendent, pp. 6-7. Chicago, 1924.

ized program of public relations. He divided the city into forty-one districts, with a community council in each. A high school or junior high school commonly served as the center for the direction of a community council. Since he was also greatly interested in character education, he conceived the idea of gathering together, on an experimental basis, all the religious forces which he could command in a district with a view to working out a program of moral training for the youth of the community in question. The following protest from the city council seems to have been sufficient to put an end to the experiment:

Whereas, a statement issued by the Lake View Council of Religious Education discloses the information that the board of education has ruled that pupils of the public schools may be excused from school for systematic religious instruction, one hour per week; and

Whereas, religious instruction in the public schools, directly or indirectly, has been a controversial question for many years, and great care ought to be exercised to guarantee that such rule not be made compulsory, and ought not be susceptible of the suspicion of being a camouflage to cover up a desire and intention of providing religious instruction in the public school rooms; now, therefore, be it

Resolved, that the board of education be and it is hereby respectfully requested to furnish to the city council, as soon as is conveniently possible, all possible information it possesses on the subject together with copies of all orders or rules promulgated by the board of education in connection with the subject-matter.¹

Summary

J. C. Dore, the first superintendent, felt that the chief function of the high school was to perpetuate and improve the democratic way of life. He felt that the high school could achieve this goal through training leaders, promoting mutual understanding between social and economic classes, and upgrading the general level of intelligence of all citizens as a result of the automatic tendency of the high school to elevate the character of the work done in the common schools.

W. H. Wells, the second superintendent, should be remembered chiefly as a champion of the theory of mental disciplines. Two other important functions of the high school, in his opinion, were: (1) to train teachers for the elementary school, and (2) to

¹Proceedings of the Board of Education of the City of Chicago, p. 655. September 25, 1929.

adjust the curriculum to individual differences among students.

Contending that high-school opportunities should be brought nearer the homes of prospective students, Josiah Pickard proposed that Central High School be converted into an institution of higher learning and that high schools be established in various sections of the city. He was of the opinion that the chief purposes and functions of the high school should be: (1) to attract a larger number of students; (2) to train them to do critical thinking; and (3) to promote the general welfare of the city of Chicago.

The efforts of Duane Doty, 1877 to 1880, were devoted in large part to resisting attacks on the high school resulting from the panic of 1873. Hence he was in no position to propose new purposes and functions or further expansion of this institution.

George Howland, 1880 to 1891, bitterly opposed the general introduction of industrial arts and home economics courses to the high school, although he was convinced that every child had an inalienable right to an education suited to the condition of the society in which it has its birth. Contending that the chief function of the high school was to provide a more practical type of training for the children of the common people, he stressed the importance of establishing better and more extensive courses in higher English and in science.

From 1891 to 1898 Superintendent Lane, assisted by Augustus Nightingale, urged a thorough reconstruction of the high-school curriculum and methods of teaching. He desired that every unit of every course should have a practical value per se, and that the college preparatory function of the high school be subordinated to that of preparing the great majority of high-school students for the practical affairs of life. He stressed the importance of adapting all courses to the needs, interests, and abilities of individual pupils.

The records of the board covering the period from 1898 to 1939 contain few direct statements by superintendents concerning the purposes and functions of the high school. Notable exceptions to this generalization follow: (1) Superintendent Cooley, 1900 to 1909, strongly urged the development of technical education; (2) Superintendent McAndrew contended that the high school should bend its energies toward civic training; and (3) Superintendent Bogan desired that the high school should give serious attention to character training.

CHAPTER III

THE ORGANIZATION OF PUBLIC HIGH SCHOOLS

By 1877 the school system had become articulated. In this year Superintendent Pickard spoke with considerable pride of this achievement in his report to the board of education. Dissatisfaction was being expressed with the high-school department, however, by 1881. Superintendent Howland was apparently so pressed by critics that he was forced to declare as follows his policy with respect to expansion and reorganization of this department:

The three high schools have been, during the year, conducted successfully and efficiently. Those of the North and South Divisions have just graduated their first classes of the four years course.

Many commentaries of a disparaging character have been made of late upon our system of high schools, as not giving instruction in the more useful branches of learning, and in not fitting young people for "practical" occupations--not that the instruction given was undesirable or without value, but that instruction of a different kind ought to be given, by which some useful trades might be acquired by the pupils. Upon this subject I would say that although it would be desirable to establish a system of manual education in institutions for that purpose as advocated in the last report, yet the high schools, as now organized, could not and ought not to be dispensed with.

Superintendent Howland could not foresee the tremendous growth that was to take place in secondary education in the city, and the phenomenal development of different types of curriculums to meet the various needs, interests, capacities, and abilities of the youth of high-school age. It is amusing today to read the attacks that he made upon men of wealth for their insistence upon a more practical and interesting type of high school, for certainly the costs of supporting this institution would now be much less had the original type which he championed been retained exclusively. Since Superintendent Howland thought of the high school as a highly selective institution, he saw no need for a complex type of high-school organization. He said, in 1894:

¹Twenty-eighth Annual Report of the Board of Education, p. 20. Chicago, 1881-1882.

The argument of commercial gentlemen, who have made stupendous fortunes by superior mental power and educational advantages aiding them in the successful management of capital, that we are, as they term it, damaging the rising generation by our high schools, is met with the fact that out of a population of over 560,000 we are giving high-school instruction to 1,377 persons. . . . The small number which go through the grammar grades, and the still smaller number which go through the high schools, will not, in after years, prove to be serious encumbrances to themselves or the community, but will prove to be men and women possessing intelligence and moral worth as citizens; neither will their number prove to be too great a percentage of intelligence as compared with the entire mass. Neither the state nor the municipality is endangered by such intelligence as is imparted to our grammar or high-school pupils. True it is that it requires selfish men to make good business men--men who can accumulate property; but after having so accumulated property the element of selfishness frequently still remains, and the taxation of that property for high-school purposes, that the children of the less fortunate may have an education if they aspire to it, is what troubles these people who "want to see something practical in our schools."¹

The factor of proximity of the high school to the home of the prospective student was early recognized as an important one to be considered in the development of a policy with respect to placement of the high-school buildings.²

Those charged with the planning of the physical plant and the location of the sites for new high-school buildings have always been faced with the extremely rapid and often unpredictable growth of the city. And at least since 1900 they have been faced with the problem of shifting and migrating populations. The encroachment of commerce and industry on residential districts has rendered obsolete many otherwise serviceable buildings. A great number of other forces have long been at work to complicate the problem of organizing a system of high schools well placed and well adapted to their clientèle. Superintendent Cooley spoke thus of these forces in 1900:

The extension of an electric car line for a mile or two, or an improvement in the suburban service of a steam railroad, may build up a district in a few months. The encroachment of factories on residence districts is slower, but in certain parts of the city is proceeding steadily. It is unnecessary to speak of the vaguer influences which in some localities cause the displacement of a wealthy by a less prosperous class

¹Ibid., pp. 22-23.

²Fortieth Annual Report of the Board of Education, p. 108. Chicago, 1893-1894.

and a consequent change from commodious separate houses to crowded tenements.¹

It has been extremely difficult for school boards and administrative officers to pursue a definite and clear-cut policy with respect to the issue of the specialized versus the comprehensive or cosmopolitan high school. Much pressure has been exerted for both types of organization. The result has been a compromise, as is generally the case in a democracy. Both types have been developed. A lengthy discussion of the issue was encouraged by Superintendent Young.² She probably sought to crystallize a clear-cut policy concerning this matter, but her efforts were unsuccessful.

From time to time vigorous attacks have been made by administrative officials upon the problem of supplying a system of high schools which would adequately house and provide for the youth of the city of secondary-school age, and much has been achieved in spite of the great difficulties encountered.

In 1922 Superintendent Mortenson recommended to the board of education that an advisory commission of fifteen members be appointed to work out a comprehensive school plan similar to the one for the city worked out by the Chicago Plan Commission. The members were to be educators and outstanding citizens, and their aim was to be the provision of a seat for every child.³ On April 22, 1925, there was established a Bureau of Building Survey the director of which was asked, "to assist and advise the superintendent of schools in carrying out his statutory functions of selecting sites, recommending the location of new school buildings thereon, approving the plans for such buildings, and recommending suitable types of educational equipment for them, having in mind the educational requirements of the public-school system."⁴

During the interim between the administration of Superintendent McAndrew and that of Superintendent Bogan this bureau ceased to function and its director was transferred to a principalship.

¹Forty-eighth Annual Report of the Board of Education, p. 59. Chicago, 1900-1901.

²Fifty-ninth Annual Report of the Board of Education, pp. 245-270. Chicago, 1912-1913.

³Proceedings of the Board of Education, p. 65. Chicago, July 19, 1922.

⁴Ibid., p. 1582. May 27, 1925.

In 1923 the board authorized its reestablishment in the education department.¹ The bureau still exists in 1939, but its functions have been extended to include the administration of text books.

The question of the segregation of the sexes seems never to have been raised in connection with the organization of the public high schools in Chicago. Central High School, established in 1856, was one of the first co-educational public high schools in the United States. The fact that the city's first high school was established as a co-educational institution seems to have settled once and for all the question as to whether the boys and girls should be educated together or separately, except in the case of the special technical schools where segregation of the sexes necessarily results from the specialized character of the curriculum offered.

The General, Cosmopolitan, or
Comprehensive High School

Central High School, the first unit.--Central High School, built to accommodate approximately four-hundred students, was established in 1856. It was located on Monroe Street, just east of Halsted. The building still stands, although it is now used by the board only as a warehouse. This high school can be considered as of the cosmopolitan type, since it offered three types of curriculum: the English; the classical; and the Normal, or elementary teacher training curriculum. This one building was adequate for a period of ten years for all students wishing to enroll, but by 1867 the problem of overcrowding in the high school had appeared in Chicago. Since that time overcrowding has been one of the most serious problems with which school officials have had to cope. The following passage tells of the first problem of overcrowding:

Present indications are that the number hoping to enter the high school in July, 1868, will be at least ten per cent larger than during the past year. We have reached the utmost limits of admission. Further than this, the higher classes are constantly demanding more room.²

The board and the superintendent contended for a commodious new high-school building centrally located, but since the city

¹Ibid., pp. 113-114. August 8, 1928.

²Thirteenth Annual Report of the Board of Education, p. 188. Chicago, 1867.

council failed to provide adequate funds promptly for such a solution to the first problem of overcrowding in the high school, a make-shift solution was adopted. The president of the board reported as follows in 1868: "The only remedy which I can see is in extending the course of studies in our district schools to such branches of learning as are taught now in the first year at the high school."¹

First year high-school classes established.--High school classes were established in 1869 in the various divisions of the city, distributed as follows: the South Division class in the Haven School, the two West Division classes in the Foster and Hayes schools, and the North Division class in the Franklin School.² This experiment proved successful, and the need for a new building was obviated for a time.

A two-story frame building was erected in the yard of Central High School in 1871 to accommodate an excess of eighty students, and an additional high-school class was established in both the Douglas School and the Washington School.

In 1871 the great Chicago fire occurred. Central High School, unscathed, was turned over to the County Court and the Recorder of Deeds for several months during the emergency. The school was reorganized in 1872, but so many of its students never returned that it was possible to turn over to the board for their meetings the two-story frame building which had been erected in the yard to take care of the school's overflow.³

An attempt to return all students to Central High School was made in 1874. It was proposed to operate it on two shifts, one platoon attending from 9 a.m. to noon and the other platoon attending from 1 p.m. to 4 p.m. This proposal was referred to the students for a vote. Since the majority of them opposed the plan, the project was dropped.⁴

Division high schools established in 1875.--By 1875 the

¹Fourteenth Annual Report of the Board of Education, p. 188. Chicago, 1867.

²Proceedings of the Board of Education, p. 43. Chicago, August 20, 1869.

³Eighteenth Annual Report of the Board of Education, p. 35. Chicago, 1872.

⁴Proceedings of the Board of Education, pp. 30-31. Chicago, 1874.

high-school classes had become so numerous that division high schools were established:

The North Division High School has been accommodated in the Sheldon School building, corner of State and Elm Streets, and has occupied three rooms. The South Division High School has been accommodated in the new building on the Moseley School lot, corner of Michigan Avenue and Twenty-fourth Street, and has occupied seven rooms. The West Division High School has been accommodated in the Skinner School building, corner of Jackson and Aberdeen Streets, and has occupied eight rooms.¹

Each of these division high schools offered a two-year course, complete in itself. The subjects required were: natural science, language, mathematics, history, and civil government. German, music, and drawing constituted the electives.² The pupils who had the previous year attended the high school classes were transferred to senior classes in the division high schools and graduated June 27, 1876.³ This reorganization of the high-school system stimulated enrollments tremendously. In 1876 fifty per cent more students were enrolled than in 1875.⁴ These changes had their effect upon Central High School, restricting its function as follows:

The Central High School has a three-year classical course, and also a two-year course for graduates of the division high schools who desire to continue their studies two years longer. The division high-school course comprises the ninth and tenth grades of the public-school system, and the two additional years in the Central High School the eleventh and twelfth grades. Hereafter there will be no ninth and tenth grade classes in the Central High School.⁵

Four division high schools consolidated into three.--In 1880 the Central High School building was abandoned. The board passed the following order in that year:

Ordered, that the four high schools now under the jurisdiction of this board be and the same are hereby consolidated

¹Twenty-third Annual Report of the Board of Education,
p. 109. Chicago, 1876-1877.

²Twenty-first Annual Report of the Board of Education,
p. 21. Chicago, 1874-1875.

³Twenty-second Annual Report of the Board of Education,
p. 110. Chicago, 1875-1876.

⁴Ibid., p. 45.

⁵Twenty-fourth Annual Report of the Board of Education,
p. 26. Chicago, 1877-1878.

into three high schools, to be known as the North Division High School, the South Division High School, and the West Division High School.

Ordered, that the course of instruction adopted April 16, 1872, for use in Central High School be adopted for use in the division high schools established by this order, subject only to such changes as the superintendent and assistant superintendent may deem advisable in view of the changed conditions of the schools, provided, that there shall be established as nearly as practicable an English course of two years, a college preparatory course of three years, and a complete high-school course of four years.¹

The West Division High School, a new building on the southeast corner of Morgan and Monroe streets, was opened in 1880. It was a fifteen-room building with seats for 735 students. The West Division had up to this time been divided into two sections, a portion of the students attending at the Skinner High School building, and the others at the Central High School building.²

Superintendent Howland, in 1881, commented as follows on the action of the board of 1880 to which reference has just been made: "This change resulted in the consolidation of the Central High School with the West Division High School and raised the North and South Division high schools to the full status of complete high schools."³ He went on to say that sites had been purchased for the erection of new buildings to provide for the high-school population in the north and south divisions of the city.

Howland was ready to admit in 1881 that measures which had been taken only as a last resort were probably the best after all. He realized the importance of shortening the curriculums for a time to a period which the parents of that day would look upon more favorably as a period of non-productivity for their children than the original period of four years. That he realized the importance for democratization of the factor of proximity of the high-school buildings to the homes of the prospective students is shown by the following statement:

The idea of one large school in some central location, with its liberal appointments, which was entertained by some, and at one time seemed near its realization, had its attractive

1880. ¹Proceedings of the Board of Education, p. 189, Chicago,

p. 13. ²Twenty-sixth Annual Report of the Board of Education, Chicago, 1879-1880.

p. 25. ³Twenty-seventh Annual Report of the Board of Education, Chicago, 1881-1882.

side, but the time had gone by.

The later plan of three division high schools, with a two years' course, and one Central School for the last two years, for various reasons fell far short of the hopes in which it had its origin, and was rapidly lessening the number of those who complete a full course.

The timely re-organization of this department is already giving abundant evidence of the wisdom of the change. An opportunity was afforded for a more systematic adjustment of the different studies, and the advantages of a thorough secondary education brought within reach of many who would else have been debarred by the distance.¹

In 1884 a fifteen-room high school building was constructed on the corner of Wells and Wendell streets, and the North Division High School was transferred from the Sheldon School to it. The capacity of this building was rated at 624,² but there were only 297 students sent to it when it opened. In the same year a new high-school building of seventeen rooms was built on the corner of Wabash Avenue and Twenty-sixth Street. Its seating capacity was 624, and there was an assembly hall on the fourth floor large enough to accommodate 500 students, almost its entire capacity. The personnel of the South Division High School, housed in the Moseley School, was moved into this new building in 1884. Only 391 of the seats were needed. Both of these schools were built large enough to allow amply for expansion, elementary-school divisions being placed in the buildings temporarily.³

All seemed well in the north and south sections of the city in 1884, but the high-school population in the west section was outgrowing its accommodations, according to a report by Howland in that year:

The crowded condition of the building in the West Division has subjected the school to many inconveniences. With the prospect of a large increase in its numbers there seems to be a necessity for largely increased accommodations.⁴

A new four-story high-school building was erected on the corner of Ogden Avenue and Congress Street in 1886, to which the West Division High School was transferred on May 16. There were

¹Ibid., p. 50.

²Twenty-eighth Annual Report of the Board of Education, p. 27. Chicago, 1882-1883.

³Ibid., pp. 14-15.

⁴Thirty-first Annual Report of the Board of Education, p. 68. Chicago, 1884-1885.

eight rooms on each of the first three floors and an assembly hall on the fourth.

This West Division High School grew at a very rapid rate. In 1887 Superintendent Howland reported as follows:

The new West Division High School building is already full to overflowing, and it may not be too early to provide for another high school to relieve this, and better accommodate that portion of the West Division lying north of Kinzie Street, the pupils of which now find it inconvenient to reach either the West or North Division schools.¹

In 1888 a branch of the West Division High School was opened in the Columbus School. By the end of the year its enrollment had increased to such an extent that it was made an independent school.²

In 1889 a new building was erected to which this Columbus branch was transferred.³ This new high school was officially named the North-West Division High School. Later the name was changed to Tuley High School in honor of Judge Tuley who had aided the board with school legislation.

Annexations of 1889 add six new high schools to the system.--The city of Chicago had grown very rapidly after the fire in 1871 and the metropolitan area had grown apace. A vast amount of territory was annexed to the city in 1889. This annexation created a difficult problem for school officials. There were six high schools in this annexed territory, located as follows: the Hyde Park, Kimbark Avenue between Fifty-sixth and Fifty-seventh streets; the Englewood, Steward Avenue and Sixty-first Street; the Lake, Forty-seventh Place and Union Avenue; the Lake View, Ashland Avenue and Irving Park Boulevard; the Jefferson, Wilson and Knox avenues; and the South Chicago High, housed in the Bowen School, Ninety-third Street and Bowen Avenue.

Superintendent Lane, in 1892, reported as follows on the North Division High School:

The building is not well adapted to high-school purposes, and a large number of the pupils attending come from points farther north. I therefore recommend that a suitable site be obtained in the vicinity of Lincoln Park; and that the present

¹Thirty-fourth Annual Report of the Board of Education,
p. 62. Chicago, 1887-1888.

²Thirty-fifth Annual Report of the Board of Education,
p. 38. Chicago, 1888-1889.

³Ibid., p. 74.

building, corner of Wells and Wendell streets, be made a primary school.¹

No action was taken immediately upon this recommendation, but in 1900 the Robert Waller High School was erected on the corner of Center and Orchard streets.

There was considerable vacant property between the settled section of the city and the suburbs which had been annexed in 1889. Gradually this vacant territory was built up, and the chief problem of the board became that of providing school facilities for this rapidly growing belt between the old and the new Chicago. The problem was further complicated by a marked acceleration in the growth of the annexed areas resulting from improved transportation, fire and police protection, and a more comprehensive system of street improvements.²

The South Division High School, at the corner of Twenty-sixth Street and Wabash Avenue, was no longer suitable for high-school purposes after the elevated railroad was erected immediately to the west of the building, and it was soon abandoned.³

Marshall and Medill added in 1894.--The Joseph Medill School, located at Henry Street near Loomis, had been built for elementary-school purposes; but eight high-school divisions were placed in it in 1894. Likewise in this year eight high-school divisions were placed in the John Marshall, located at Adams Street and Kedzie Avenue. Both of these buildings were sixteen-room buildings at this time.

New Hyde Park added in 1894.--A new Hyde Park High School was erected on the old site and opened in 1894. Superintendent Lane commented upon it as follows in that same year: "It was erected with the expectation that it would answer all the demands of that district for many years to come, and yet it is believed that at the opening of the schools in September the actual membership will exceed the seating capacity of the school."⁴

¹Thirty-ninth Annual Report of the Board of Education, p. 37. Chicago, 1892-1893.

²Fortieth Annual Report of the Board of Education, p. 118. Chicago, 1893-1894.

³Thirty-ninth Annual Report of the Board of Education, p. 222. Chicago, 1892-1893.

⁴Fortieth Annual Report of the Board of Education, p. 103. Chicago, 1893-1894.

Many students were transferred in 1892 from the South Division High School to the Hyde Park. Superintendent Lane's recommendation of this year resulted in the erection in 1900 of the Wendell Phillips High School, 244 East Pershing Road: "A new high-school building is needed south and west of the present South Division High School, which would relieve not only that school, but also the Hyde Park High School."¹

Austin High School added through annexation in 1898.--In 1898 the Austin High School was added to the high-school system of the city through annexation.

Additions to established high schools.--The excess students of the Lake View High School had been scattered for a number of years to various elementary schools in which space was available. In 1899 they were all brought back to the main building as a result of the erection of an addition consisting of sixteen rooms and an assembly hall.²

Likewise a twelve-room unit was added to the Medill High School in 1898, and a five-room unit with assembly hall was added to the Englewood in 1899. Also the Northwest Division High School received a six-room addition in this same year.³

McKinley replaces West Division High School.--In 1900 Superintendent Andrews reported as follows:

It is a promising sign that steps are being taken to dispose of the West Division High School building and erect a new one in a suitable location.

The immediate neighborhood is almost entirely devoted to medical schools and hospitals. One, the College of Physicians and Surgeons, is so near as to be a source of daily annoyance and trouble. It is a very undesirable location for a co-educational high school.⁴

The West Division High School was sold to the Medical Department of the University of Illinois in 1901, and the school was transferred to the new McKinley High School, 2040 West Adams Street.

High-school classes in additional schools.--High-school classes were opened in the George W. Curtis elementary school,

¹Forty-first Annual Report of the Board of Education, p. 92. Chicago, 1894-1895.

²Forty-fifth Annual Report of the Board of Education, p. 128. Chicago, 1898-1899.

³Ibid., pp. 129-130.

⁴Forty-sixth Annual Report of the Board of Education, p. 231. Chicago, 1908.

11445 South State Street, in 1904. This school was known for a number of years as the Curtis High School, but in 1912 its name was changed to the Fenger High School.

Similarly, high-school classes were opened in the Farragut Elementary School, 2339 South Christiana Avenue. This school became the Farragut High School. In 1912 the school was transferred to a new building at 2850 W. Twenty-fourth Street, and its name was changed to the Harrison Technical High School.

Two years of manual training and household arts authorized for general high schools.--In 1904 a two-year course of study in manual training and household arts was authorized for the Wendell Phillips, the Austin and the Lake high schools, and in 1908 the first year of such a course was authorized for eleven additional general high schools.¹ This action was taken as a result of a recommendation of a committee appointed by the superintendent to study advanced technical work. This committee further recommended that the Lane Technical High School be equipped to offer four years of technical work beyond the two-year course which they recommended for the feeder schools, the general high schools.²

Bowen and Schurz added in 1910.--The South Chicago High School was moved in 1910 to a new building located at 2710 East Eighty-ninth Street. When the school went into the new building its name became the Bowen High School. In the same year another new high-school building was erected, on almost the identical plan of the Bowen, on the corner of Milwaukee Avenue and Addison Street. The old Jefferson High School was transferred to this new building as soon as it was completed, and the institution became known as the Carl Schurz High School.

Three more high schools added before World War.--A new Hyde Park High School was erected on a new site at 6220 Stony Island Avenue, in 1913, with a seating capacity of 2,000. The Nicholas Senn, 5900 North Glenwood, was opened in the same year. The Hyde Park and the Senn were built from practically identical plans. In 1912 the Carter H. Harrison High School, 2850 Twenty-fourth Street, was built. In this school sufficient equipment was installed to make possible the offering of even more than two years of technical

¹Fifty-fourth Annual Report of the Board of Education, p. 231. Chicago, 1908.

²Proceedings of the Board of Education, p. 82. Chicago, 1911.

work for boys.

Lindbloom added in 1918.--The World War prevented building construction for a time, but in 1918 the Robert Lindbloom High School, 6130 South Lincoln Street, was built to accommodate approximately 2,500 students.

Rehabilitation of numerous buildings.--Numerous additions to high schools were built between 1908 and the outbreak of the World War, not only for the purpose of increasing their capacity, but also with a view to modernizing buildings. The newer buildings had included features which were eagerly sought after by the older high schools. Additions and branches became so numerous after the World War that it hardly seems worth while to mention them specifically.

Hibbard becomes a high school.--The Hibbard Elementary School had been converted into a junior high school in 1917, under the leadership of an enterprising principal. This institution prospered, and in 1920 it became a senior high school destined to develop into a full-fledged general high school, in accordance with the following recommendation:

The superintendent of schools reports that the commercial department of the Hibbard Junior High School has approximately 500 pupils who are taking the two-year course.

The superintendent, therefore, recommends that a regular high-school department be established at that school.¹

The Hibbard High School was transferred to a new building at the corner of Kimball and Wilson avenues in 1927. This new institution was named for Theodore Roosevelt.²

New Calumet and Fenger added in 1926.--In 1926 a new Calumet High School took the place of the old building at 8025 Normal Avenue. This old building became the Oliver Westcott Junior High School.³ Also in 1926 another building like the new Calumet was built at 11220 South Wallace Street, into which the Fenger High School was transferred from the old Curtis High building. The Calumet, Fenger and Roosevelt buildings are almost identical, since they were all built from the same plan.

The era of the junior high school.--In 1923 an increased

¹Proceedings of the Board of Education, p. 1066. Chicago, 1920.

²Ibid., p. 491. December 8, 1926.

³Ibid., p. 762. January 26, 1927.

tax levy for building purposes was authorized by the people of Chicago as a result of a referendum vote on the question. Congestion and inadequate school housing facilities had convinced patrons of the schools of the necessity for more money for buildings. As a result of the increase in the building fund, Superintendent Mortenson recommended that a study of the problem of school housing be undertaken, including: (1) the extended school year and school day, (2) various devices for utilizing space intensively, (3) varying types of school organization, (4) size of school buildings, and districting, and (5) standardization of school-house construction.¹ He further urged that an educational commission be appointed to carry out the needed study. On December 12, 1923, such a commission was appointed, consisting of: four board members, two principals, two teachers, one assistant superintendent, and four laymen.² This group visited other cities, studied various aspects of the building problem and types of school organization, and made an elaborate report in April, 1924. They recommended the adoption of the 6-3-3 plan of organization, largely as a result of a thorough investigation of this plan of organization in Detroit, Rochester, New York City, Pittsburgh, Cleveland, and Kansas City.³ Their report set forth in detail the reasons for the establishment of junior high schools, and the steps and precautions that would be necessary to make the new institutions a success. The board officially adopted this recommendation of the commission on May 24, 1924,⁴ and authorized the opening of five junior high schools the following September: the Harper, Herzl, Parker, Phillips, and Sabin junior high schools.⁵

No new senior high schools were added to the system during the period between 1924 and 1933. Two such schools were begun, the Steinmetz and the Lane, but the depression came on while they were under construction, and the board was forced to suspend work on them because of lack of funds. These partially completed buildings

¹Ibid., p. 327. November 14, 1923.

²Ibid., p. 392. December 12, 1923.

³Ibid., p. 1265. April 30, 1924.

⁴Ibid., p. 1331. May 24, 1924.

⁵Annual Report of the Superintendent of Public Schools, p. 23. Chicago, 1924.

were left exposed to the elements for many months before a grant of P.W.A. funds permitted the resumption of work on them.

Practically all the building fund resources of the board during the period from 1924 to 1933 were devoted to the construction of new junior high schools, or to the rehabilitation of elementary schools to make them suitable for junior-high-school purposes. By 1933 there were twenty-seven junior high schools in operation in Chicago: the Amundsen, Burbank, Cregier, Curtis, Farragut, Foreman, Franklin, Graham, Harper, Herzl, Hirsch, Hubbard, Jackson, Jungman, Kelly, Kelvyn Park, Manley, Medill, Parker, Phillips, Betsy Ross, Sabin, Stockton, Sullivan, Von Steuben, Westcott, and Wright junior high schools.¹ The Dvorak, Galileo, Rembrandt, Verdi, and Wells junior high schools had been authorized and partly constructed when the board adopted the recommendation of the Strayer survey committee in 1932 that all construction be stopped and that future work be indefinitely postponed on all buildings the status of which was such that no serious losses would result from their standing unfinished.²

The board was beset by many financial difficulties from 1930 to 1933 as a result of the depression. On July 12, 1933, it adopted a number of measures designed to effect a reduction of its expenditures in the amount of \$4,000,000. Among these measures was the following:

The junior high school type of instruction is hereby discontinued. The system formerly employed in the public schools of Chicago, viz., eight grades of elementary school and four grades of high school is hereby resumed.³

In view of the fact that the majority of the pupils enrolled in grades seven and eight were still housed in elementary-school buildings in 1933, it seemed desirable to return all pupils of these grades to elementary-school buildings. There were numerous vacant rooms in these buildings, and since there was little outlook for the immediate resumption of a building-construction program it seemed essential that all available space be used. Of course a number of the junior-high-school buildings had to be converted into senior high schools to accommodate the large number of

¹Proceedings of the Board of Education, pp. 1128-1148. Chicago, April 5, 1933.

²Ibid., p. 1218. April 12, 1933.

³Ibid., p. 26. July 12, 1933.

ninth-grade pupils who had been housed in the junior-high-school buildings.

Ten new senior high schools in 1933.--Ten of the twenty-seven buildings which had been used for junior-high-school purposes were transformed during the summer of 1933 and opened in September of that year as general senior high schools, located as follows:

North Section

Amundsen High School, 5110 Damen Avenue
Foreman High School, 5100 Belmont Avenue
Sullivan High School, 6631 Bosworth Avenue
Von Steuben High School, 5045 North Kimball Avenue

West Section

Farragut High School, 2339 South Christiana Avenue
Kelvyn Park High School, 4343 Wrightwood Avenue
Manley High School, 2935 Polk Street

South Section

Harper High School, 6520 South Wood Street
Hirsch High School, 7740 South Ingleside Avenue
Kelly High School, 42nd Street and California Avenue

Two of the junior-high-school buildings, the Herzl and the Wright, were used for junior-college purposes. Most of the other buildings were used for elementary-school purposes. These radical changes in the organization for general high-school work necessitated a complete redistricting of practically all the cosmopolitan high schools.

The Parker High School which had been established in connection with the Normal School for experimental and teacher-training purposes was moved in 1933 into the former Parker Junior High School building, a new edifice located on the Normal School grounds. The quarters vacated were turned over to the newly created Wilson City Junior College.

Steinmetz added in 1934.--A new general senior high school, planned only for the last three years of high-school work, was opened in 1934 at 3030 North Mobile Avenue. Students were transferred to it chiefly from the various branches of the Carl Schurz. Some changes in the plans had to be made to make it suitable for a four-year general high school.

DuSable and Wells added in 1935.--The Wendell Phillips, built in 1904, had outgrown its quarters and there had been agitation for a new building for a number of years prior to the erection of the DuSable High School in 1935 at 4936 South Wabash Avenue. Many patrons desired that the new institution should be called the New Phillips High School, but the name DuSable triumphed. The old high school retained the name of Wendell Phillips, in honor of the abolitionist of that name.

The Wells High School had been planned as a junior high school but the depression had halted work upon it before it was completed. It lay exposed to the elements for many months, but in 1934 it was completed after some alterations in the plans to make the building suitable for general senior-high-school purposes.¹

Norwood Park, South Shore, and Gage Park added in 1939.--A new general high school was opened in 1939 to accommodate those students who had been forced to travel many miles to the Schurz High School from the extreme northwest side of the city. This new school, located at Bryn Mawr and Natoma avenues, was named the Norwood Park High School.

The Gage Park High School, located in a new building at Fifty-sixth and Rockwell Streets, was also opened as a general high school in 1939. This building had been planned originally as a junior high school, to be named the Verdi. Some thought was given to making of it a technical high school for girls to accommodate the girls of the South Side of the city who must travel a great distance to reach the Lucy Flower, but such use of the building did not materialize. The Lucy Flower will be discussed in another section of this chapter.

The South Shore High School, located at Seventy-sixth Street and Bennett Avenue, was opened in 1939 as a general high school with accommodations for approximately 1,800 students. It was built to relieve the overcrowding in the Hirsch and Hyde Park and other high schools in the area.

Practical Education in the High Schools

Several different types of school have developed in Chicago which provide some hand work to limited numbers of students of

¹Proceedings of the Board of Education, p. 443. Chicago, 1934.

high-school age, but they can hardly be classed as high schools. At any rate, no attempt will be made in this study to treat the following types of school: parental schools, schools for apprentices, continuation schools, prevocational schools, vocational schools, trade schools, the Juvenile Detention Home school, or the various reform schools or day schools for truants to which the high schools commit pupils from time to time.

Practical training for boys

Three private trade schools established.--In 1864 Superintendent Wells commended as follows a group of benevolent ladies of the city for giving opportunities to a number of underprivileged youth to obtain training that would set them on the path of good citizenship:

There are, at the present time, three industrial schools in each division of the city, conducted by an association of benevolent and self-denying ladies, and sustained by private bounty. These schools are accomplishing a most important work, by gathering together a large number of children that could not be reached by the public schools, and bringing them under wholesome and elevating influences. Of all the special agencies that are in operation to reduce the number of vagrant and ignorant children among us, the industrial schools are by far the most efficient and successful.¹

Recommendations for a manual-training high school.--Superintendent Wells took no steps to set up industrial schools as a part of the public school system, but Superintendent Pickard was beginning to see the need for them in 1870. The following statement by him seems to point in the direction of a dual system of schools. This type of organization was to be bitterly opposed later by labor and other groups in Chicago.

In a city so large as this, and devoted as this is to manufacturing interests, many boys and young men must of necessity be employed in the various industrial pursuits. Their time is but partially at their command. While a full course of study is desirable for all, many will never have the opportunity to complete such a course. A more thorough knowledge of certain parts of the course is desirable. Generally those who are thus situated have not the means to provide for themselves private tuition. They must be furnished, as others are, with facilities at the public expense, or they must fail in their purposes. Union of effort between tradesmen and the board of education would secure the establishment of such schools, so

¹Tenth Annual Report of the Board of Education, p. 32. Chicago, 1863-1864.

organized as to be of the greatest value to the class needing their advantages, and so guarded as not to interfere with the workings of our present system.¹

This plea of Superintendent Pickard must have fallen on deaf ears, and his efforts must have been discouraged, for no further mention of such schools is found in the annual reports until 1880. Still at this period, industrial education was thought of as something for children below the high-school level. It must be remembered that the holding power of the schools at this time was not so great as it is today. Superintendent Howland reported as follows in 1880:

Our tables show that of 11,000 pupils entering school at six, but 5,000 pass into the grammar grades at ten.

No thoughtful parent, we think, would or should put his boy to a trade at eight or ten years of age. . . . In our busy, material city, where men grow old at forty, the carefree period is brief enough at best.²

Although Howland's thinking in the field of industrial education seems to have been in terms of eight- and ten-year-olds, he nevertheless forecast in 1880 the establishment of a manual-training high school which was to come in 1886.

That something will be done ere long towards affording the opportunity for an industrial education seems hardly doubtful, but economical considerations, if nothing else, will probably suggest here, as in other places, a separate school where power and machinery may be had. There is little use, in this age, of teaching mere handicraft apart from the employment of power agents.³

A manual-training high school established in 1886.--The central school, equipped with power machinery, which Howland predicted in 1880 was opened in 1886, for boys at the high-school level. The following passage describes it:

A school for manual training was opened early in the year on Monroe Street near Halsted. About seventy-five pupils from the first-year classes in the high schools, who had their regular studies in the high schools during the morning session, attended this school in the afternoon, five days in the week, from 1:30 to 3:45.

Under the direction of Mr. Hanstein, with one assistant,

¹Seventeenth Annual Report of the Board of Education, pp. 131-132. Chicago, 1870-1871.

²Twenty-seventh Annual Report of the Board of Education, p. 50. Chicago, 1880-1881.

³Ibid., p. 49.

they received instruction in mechanical drawing and the various forms of bench work. The pupils were much interested from the first.¹

This school was established in the Normal Practice part of the Central High School building which has been abandoned for general high-school purposes in 1880. The boiler house of this old building was enlarged in order to furnish room for the foundry and blacksmith work.²

The English High and Manual Training School established in 1890.--In 1890 a change was made in this Manual Training High School with a view to solving some problems which had arisen in connection with the extensive annexations of 1889.

The increase in the number of high schools by annexation and their remoteness from each other rendered it impossible to continue the former arrangement, by which pupils attended the high schools during the morning session and the Manual Training School in the afternoon. Consequently at the close of the school year an independent Manual Training and English High School was established. The new school has a three-years course, and at present has about 130 pupils, as many as can be conveniently accommodated in its present quarters.³

This special manual-training school prospered when reorganized and made independent. In 1892 Superintendent Lane reported as follows: "There is every indication that the number of boys who will apply for admission to the Manual Training School will continue to increase, and that similar schools will be required in the South and North divisions of the city."⁴

By 1893 manual training had been introduced into twenty grammar schools for pupils of grades seven and eight. This work was subsidized by a private citizen, Richard T. Crane, who purchased the benches, tools, and all materials. Mention is made of this extension of manual training because it resulted in a decided and immediate increase in the number of boys who sought this type of training in the high school.

The function and aims of the English High and Manual Train-

¹Thirty-third Annual Report of the Board of Education, p. 83. Chicago, 1886-1887.

²Thirty-fifth Annual Report of the Board of Education, p. 92. Chicago, 1888-1889.

³Thirty-sixth Annual Report of the Board of Education, p. 52. Chicago, 1889-1890.

⁴Thirty-eighth Annual Report of the Board of Education, p. 52. Chicago, 1891-1892.

ing School were briefly set forth by Superintendent Lane in 1894:

It is in no sense a trade school, but it is laying the foundation for a business education in the elementary knowledge of mathematics, physics, chemistry, mechanical and architectural drawing, and the use of tools upon wood and iron; at the same time it is giving a general education in the use of English, and in history and literature.¹

Superintendent Lane went on to say that many of the boys received employment after graduation in electrical works, in architects' offices, and in machine shops.

Stenography and typewriting were introduced into the curriculum of this school in 1893. Superintendent Lane felt that the special manual-training high schools should also be schools of commerce. He predicted a great development for these schools along this line which has not materialized because the policy in Chicago has been to introduce the commercial work into all the general high schools. This policy quite naturally prevented the development of special commercial schools, as students generally preferred to attend high schools near their homes when they could obtain locally all the advantages offered by central schools.

Agitation and specific recommendations for the establishment of special English and manual-training schools on the North and South Sides of the city continued year after year until they were established. The story of their establishment will be told subsequently.

On November 12, 1896, the English High and Manual Training School was destroyed by fire. All work was suspended for a time, but the machinery and equipment which had been salvaged was transferred in 1897 to a five-story factory building on the corner of West Adams and Jefferson streets.

Policies of Superintendent Cooley.--Superintendent Cooley came to Chicago in 1900. He very much favored a great extension of vocational training in the Chicago public schools. In his annual report for 1901 he made a strong appeal to the board for a new manual-training high school for the West Side of the city in order to take the West Side school out of the unsatisfactory rented quarters. He urged similar schools for the North and South divisions of the city. But he also wanted some hand work in all the general high schools.

¹Fortieth Annual Report of the Board of Education, p. 43. Chicago, 1893-1894.

This extension of the special technical high schools ought not to prevent the introduction of elementary work in manual training into every high school in the city. Such work, confined to the first year, would not prove unduly expensive and would in the end be an actual economy. A three-year course in the manual-training schools would then be sufficient

Moreover, the plan contains elements of advantage to the pupil. If a boy who enters high school full of the idea of a manual-training course is permitted to try it one year in the regular high schools, he will be in better position to make a final decision at the end of the year.¹

Crane Manual Training High School opened in 1903.--It did not take long for Superintendent Cooley to get action upon his recommendations. In 1903 a new manual-training school was opened for West Side students at the corner of Van Buren and Oakley. The English High and Manual Training School was moved into it from rented quarters, and its name became the Richard T. Crane Manual Training High School. Mr. Crane, it will be remembered, was the benefactor of manual training in the elementary schools of Chicago.

Further accomplishments of Cooley.--Superintendent Cooley reported as follows in 1903: "The board is planning the erection of a second manual-training high school on the North Side of the city at the corner of Sedgwick and Division Streets."²

In 1904 Cooley reported further progress with his plans for the extension of vocational training.

Manual-training high schools have been projected for both the North and the South Side of the city. It has been proposed, too, that two years of work in manual training and household arts be introduced into all the high schools of this city.³

Superintendent Cooley saw to it that provisions were made for these subjects in all new units added to the regular high schools, and the work was started in them without further delay.

Two new manual-training high schools were opened in 1905, the Lake and the Thomas Hoyne. They had previously offered two years of work in manual training, but in this year they were equipped sufficiently to make it possible for them to offer the regular four-year course.

¹Forty-seventh Annual Report of the Board of Education, p. 92. Chicago, 1900-1901.

²Forty-ninth Annual Report of the Board of Education, p. 13. Chicago, 1902-1903.

³Fiftieth Annual Report of the Board of Education, p. 115. Chicago, 1904.

In 1908 the Albert G. Lane Manual Training High School, at the corner of Sedgwick and Division streets, was opened with accommodations for 1,500 boys.¹

Superintendent Cooley felt that his accomplishments were only a beginning in the right direction. He reported in 1907 as follows:

Public education in the United States has developed rapidly, but it is only just beginning to adapt itself to our changed industrial conditions. Education can no longer be considered as distinct from living; or as dealing chiefly with those accomplishments that fall off and are lost when a girl marries or when a man goes to work. The school is daily becoming more and more intimately connected with and woven into all departments of life.²

The Thomas Hoyne Manual Training High School was no longer needed after the opening of the Albert G. Lane in 1908. This latter school had sufficient accommodations to take care of the needs of the North Side.

Tilden Technical High School established.--In 1915 the South Side lost the Lake Manual Training High School. The old Lake building which had been built in 1886 was razed in this year to make way for the new Tilden High School located on the same site, 4747 Union Avenue. In 1919 the Tilden was converted into a boys' technical high school.³ A few girls enrolled in commercial courses remained in the school temporarily, but the last of them were eliminated in 1921.⁴

New Lane opened in 1934.--For many years a new technical high school had been projected for the North Side to replace the old Lane. This new building had been planned for Winnemac Park, at the corner of Robey Street and Foster Avenue, a large site belonging to the board. But the fact that the Amundsen Junior High School was built on this site in 1930 seems to have caused the board to look elsewhere for a location for the new Lane. In 1932 a spacious site was purchased at the corner of Addison and Western

¹Fifty-third Annual Report of the Board of Education, p. 174. Chicago, 1906-1907.

²Ibid.

³Proceedings of the Board of Education, p. 50. Chicago, 1919.

⁴Proceedings of the Board of Education, p. 61. Chicago, 1921.

avenues, and the building was begun. Work was stopped on the building in 1933 as a result of the depression, and the partially completed building lay exposed to the elements for many months. In 1934 a P.W.A. grant was secured from the federal government which made it possible for the board to complete and open the building in that year. This school was built to accommodate approximately 6,000 boys, but almost 9,000 enrolled on the opening day.

Practical training for girls

Cooking and sewing in grades seven and eight.--Cooking and sewing were introduced in 1898 for girls in grades seven and eight.¹ Rooms were fitted up for these subjects in certain centers corresponding to those which had been equipped by Richard C. Crane to offer manual training to boys of these grades from the schools surrounding the centers. The courses proved successful, and they were eventually established in all elementary schools, and in all junior high schools. Mention is made of the work in domestic science at the seventh, and eighth-grade levels because it was felt by some educators that it tended to create a demand for the same type of work in the senior high school. Both household arts and manual training were eliminated from grades seven and eight as an economy measure on July 12, 1933.²

Flower Technical High School established in 1912.--Superintendent Young commented as follows in 1911 on practical training for high-school girls:

Of the age and school certificates given to children from fourteen to sixteen years of age during the year ending June 30, 1911, more than 37 per cent were issued to girls. These data alone offer convincing argument that the means of preparation for industrial life cannot consistently be confined to schools for boys.³

The figures convinced the board, and in 1911 the Flower Technical High School for Girls was established in the South Division High School building, Twenty-sixth and Wabash, with an enrollment of seventy-six pupils, almost half of whom were enrolled in

¹Forty-fourth Annual Report of the Board of Education, p. 58. Chicago, 1897-1898.

²Proceedings of the Board of Education, p. 25. Chicago, July 12, 1933.

³Fifty-seventh Annual Report of the Board of Education, p. 23. Chicago, 1911.

prevocational classes. Miss Dora Wells, now retired, was the principal. In 1915 the Flower was moved to the Carter School, an elementary building located at Sixty-first and Wabash, which had been rehabilitated to provide better quarters for the expanding technical high school for girls.¹ Miss Wells was careful in organizing her school to make sure that it would meet all the standards of the North Central Association, for she did not wish the college doors to be closed to her graduates. In 1925 the prevocational classes were sent to a branch building, the old Brennan School which was rechristened the Ellen C. Richards School in honor of Ellen C. Richards of the Massachusetts Institute of Technology, who had done much to advance technical work for girls.²

Superintendent Young had been a champion of technical work for girls, and Superintendent Shoop, her successor, was equally enthusiastic about it. He commented as follows in 1916 on the need for a program of expansion in this field:

While for our boys special provision has been made by the creating of three or four large technical high schools, we have been content with one small school in an isolated part of the city for the training of girls exclusively. Justice and equity demand that there be no distinction between these young people as to the opportunities which the public provides for training for the duties and responsibilities of life.³

The foregoing passage indicates Shoop's dissatisfaction with the location of the Flower, and his desire for an expansion of the type of work that the school was offering. In the same report he becomes a little more specific in his recommendations: "There is urgent need and a fertile field for the establishment of girls' vocational and technical schools on the West and North Sides of the city within easy access of the residential territories in these districts."⁴

In 1919 Superintendent Mortenson recommended the erection of a suitable, modern building for a technical high school for girls which should have housing and instruction facilities fully

¹This information about the Flower was obtained from Miss Dora Wells, first principal of the school.

²Ibid.

³Sixty-second Annual Report of the Board of Education, p. 7. Chicago, 1916.

⁴Ibid., p. 8.

equal to those given the boys.¹

In 1927 the plan that had been taking shape became a reality. On December first of that year the Lucy Flower High School was moved into a modern, well-equipped building which had been erected to meet its specific needs. The building is located at 3545 Fulton Boulevard.

The present facilities provide admirably for the girls of the West Side, but no steps have as yet been taken to provide proper opportunities for technical education for the girls of the North and South sections of the city. The need for these facilities is recognized, however, by school officials.

Central commercial high schools

The need for a special commercial high school was first mentioned in the annual report of 1895, but the possibility of such a school was only suggested at this time.² By 1898 the purposes of such a school and the nature of the curriculum that should be offered in it had taken quite definite shape. Referring to such an institution the president of the board in 1898 reported as follows:

It should not be a school where simply bookkeeping, stenography, typewriting and telegraphy may be taught to prepare our boys for clerkships, but a school where opportunities should be offered for science, mathematics, commercial geography, commercial law, banking, the history of transportation, industrial chemistry, political economy, civics, and the modern languages. A full four-years' course should be offered, equal in its informational and disciplinary value with any high-school programme. Chicago needs it, and Chicago is equal to her needs.³

It will be seen from the passage just quoted that the author was thinking primarily of the boy as the student who would take the commercial courses. He was thinking apparently in terms of a school of commerce which would prepare boys for proprietorship of business houses or for managerial positions.

During the nineties the advocates of mental discipline and a classical type of training were engaged in a hot debate with such

¹Proceedings of the Board of Education, p. 1051. Chicago, 1919.

²Forty-second Annual Report of the Board of Education, p. 29. Chicago, 1895-1896.

³Forty-fifth Annual Report of the Board of Education, p. 165. Chicago, 1898-1899.

men as Spencer who were advocating a more practical type of education. The following passage from a report of the president of the board in 1898 recalls this battle:

The constant tendency among educators, all of whom are exceedingly conservative, has been towards a combination of mental training and the acquirement of useful knowledge. Little improvement can be made in our high-school course for those who intend taking up what is generally known as the learned professions, but in my judgment great improvement can be had in the high-school course for those who intend to follow in after life either commercial, industrial or even mechanical pursuits. Mental training and the acquirement of useful knowledge serviceable throughout life can and ought to go hand in hand.¹

No such central school of commerce as above projected was established because of the lack of funds at this time. But, as was frequently the case, another action was taken. A commercial course was introduced into the English High and Manual Training School. The success of this course was to determine the desirability of establishing a separate school of commerce.²

In 1902 the president of the board still insisted that a special school was needed for the proper teaching of commercial work. Among other special types of equipment, he felt that special laboratories and a commercial museum were necessary. He said:

A commercial museum in which materials of all sorts relating to the commerce of the world may be studied at first hand will be an indispensable part of such an equipment. Scientific laboratories that shall give special attention to the application of the sciences to manufacturing and commerce will be provided.³

President Harris in 1904 asked the city council to appropriate \$500,000 for the erection of a school of commerce. The council apparently intended to grant the request, as they did appropriate \$50,000 for a preliminary investigation. In this connection President Harris reported as follows:

It is proposed to erect a building for this School of Commerce that shall be the best of its kind in the country. The superintendent of schools has been directed to make a study of the course of study for such institutions and to visit schools where this work has been undertaken, both in this and in other

¹Ibid., p. 18.

²Forty-seventh Annual Report of the Board of Education, p. 91. Chicago, 1900-1901.

³Forty-ninth Annual Report of the Board of Education, p. 16. Chicago, 1901-1902.

countries. We shall make a determined effort to make the schools of as much practical help in the struggle for a livelihood as possible, and the School of Commerce will be a long step forward.¹

In 1909 a resolution was adopted by the board to the effect that the building should be ready by May 1, 1912, the date on which the lease for the board rooms in the Tribune building expired. It was planned to erect a combination of accommodations for the school of commerce and the quarters needed by the board. The following paragraph describes briefly the proposed building and the progress already made with it:

Considerable progress in the making of plans is reported. The working drawings at eighth scale, showing a 14-story building, are practically completed for the Harrison Street and Plymouth Place lot. The plans call for a building the first three stories of which are devoted to an assembly hall, the succeeding eight stories to be a Commercial High School and the three stories and attic above that to board offices.²

The proposed site for this new building was the lot on which the Jones School now stands. The plans mentioned above were never used. In 1917 Superintendent Shoop still had hopes that such a building would materialize, although he made the following recommendation which was adopted by the board:

The superintendent recommends that as a temporary measure for the establishment of a School of Commerce and Industry, which has been recommended to the Committee on Survey, authority be granted for the opening of classes in a limited way in the Medill High School as a basis for testing the value of a school of this order and for laying the foundation for expansion when provisions in the way of finance and building may be provided.³

He went on to outline the various subjects that might be offered in such a school.

Medill School of Commerce and Administration established.-- Superintendent Shoop was authorized by the board to set up this department in the Medill High School, and he did so in 1917. It did not prosper as he had anticipated that it would. It was really not set up, it seems to the writer, in a way conducive to its pros-

¹Fiftieth Annual Report of the Board of Education, pp. 22-23. Chicago, 1904.

²Fifty-fifth Annual Report of the Board of Education, p. 31. Chicago, 1909.

³Proceedings of the Board of Education, p. 1798. Chicago, 1917.

pering. It was established as a school for high-school graduates, as a junior college. If it had been set up for third- and fourth-year high-school students the result might have been different. In 1925 Superintendent McAndrew recommended that it be closed:

Recommended, that the School of Commerce and Administration, which was organized as a junior college by the board of education in May, 1917, be discontinued on June 26, 1925.

For the past five years the Medill School of Commerce and Administration has had an average membership of 73, which is too small to warrant the expense of maintaining an institution of college grade.¹

Probably the failure of central schools of commerce to materialize was due to the fact that no very pressing need for such schools was felt. Commercial courses had been introduced into all of the neighborhood or general high schools. At first only one- and two-year curriculums were introduced into these schools, but they soon grew to four-year curriculums.

Jones Commercial High School established.--In 1937 the idea of a central-commercial high school was revived. The board authorized the complete rehabilitation and alteration of the old Jones School, Harrison Street and Plymouth Place, to make it suitable for a commercial high school.² In February, 1938, it was opened to selected students of third-year standing in the commercial courses of all the general high schools in the city. The school was provided with the most modern equipment, a selected staff, and special provisions for guidance and placement of its student personnel. Its staff aims definitely to prepare its product for office jobs. The school gives promise of marked success in the achievement of its objectives.

The Development of the Public Evening High School

In 1856 Superintendent Dore was conscious of the fact that Chicago should provide opportunities for education in the evening school for those who were unable to take advantage of the opportunities offered in the day school. He reported to the board that other cities offered such opportunities at public expense.³

¹Ibid., p. 1445. 1925.

²Ibid., p. 1440. 1937.

³Third Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 55. 1856.

In 1860 Superintendent Wells recommended the establishment of evening schools for young boys and girls employed during the day. At this time a very large percentage of the pupils enrolled in the elementary schools of Chicago withdrew before the completion of the fourth grade because their parents insisted that they quit school in order to go to work and contribute to the family income. Superintendent Wells saw the need for providing further educational opportunities for this class of pupils.¹ The board established night schools at public expense upon the recommendation of Superintendent Wells, but it is interesting to note that private enterprise and teachers with a missionary spirit had already been in the field to demonstrate the need of such schools. Wells reported as follows in 1860: "Several evening schools have already been established and sustained by those whose only reward is the satisfaction of doing good."²

Evening High School established.--In 1869 the common council appropriated funds for the establishment of an evening high school. The nature and purpose of this school were set forth by Superintendent Pickard as follows:

We now propose to afford facilities to a large class of young men farther advanced, who, without their own volition have been compelled to forego the advantages which our high school offers, in the opening of an Evening High School, accessible to all who desire to secure for themselves a knowledge of the mechanic arts, and to understand more fully the principles upon which the sciences are founded, and by which they can be applied to practical life.³

This Evening High School held its sessions in the Dearborn School building. The following passage reveals the actual nature of the work: "Of the 230 pupils enrolled in the Evening High School, 136 attended the classes in Stenography and 94 attended instruction in Book-keeping and Natural Philosophy."⁴

The term for the Evening High School was the same as the term for the elementary evening schools, three months in length.

¹Sixth Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 41. 1860.

²Ibid.

³Fourteenth Annual Report of the Board of Education, pp. 102-103. Chicago, 1868-1869.

⁴Twenty-fifth Annual Report of the Board of Education, p. 36. Chicago, 1874-1875.

In 1874 the board authorized the continuance of the Evening High School for an additional period of three months, two evenings per week, as a result of a petition submitted to it by the pupils in attendance there.

S. H. Peabody, principal of the Evening High School in 1875, reported as follows to the board on the organization and functioning of the school:

By direction of your committee, the Evening High School was opened in the branch building of the high school, Monroe Street, October 5, 1875. Two classes were organized; one, elementary, received instruction three evenings per week in Mathematical Drawing, with oral lessons in Mechanical Philosophy; the other, advanced, composed chiefly of pupils who had been in the school the preceding winter, attending two evenings per week, were taught drawing of Machinery, and received a course of lectures in Physics.

During the last two weeks, the pupils of the advanced class prepared a series of drawings of machinery which were included in the exhibit of the public schools of Chicago in the Centennial Exposition at Philadelphia.¹

Dissatisfaction expressed.--From 1881 to 1883 presidents of the board recommended that the evening high school be closed as the per-pupil cost was high, from \$13 to \$17 per year, and the results obtained did not justify the expense. Nevertheless the school persisted and expanded its activities.

Howland suggested changes.--In 1886 Superintendent Howland reported to the board on the nature of the curriculum, interpolating a rather caustic remark about the evening high school.

This school enjoys a large patronage and is deservedly popular, though it is scarcely a high school except in name. It is partly technical and partly commercial. The three departments are: Mechanical Drawing, Bookkeeping and Phonography.²

He went on to recommend some changes which would, in his judgment, improve the efficiency of the school:

First. There should be a well-defined course in Mechanical Drawing, to which the teachers in this department should adhere.

Second. Admission to the Bookkeeping department should be conditioned upon previous satisfactory attainment in penmanship and arithmetic.

¹Twenty-second Annual Report of the Board of Education, p. 124. Chicago, 1875-1876.

²Thirty-third Annual Report of the Board of Education, p. 18. Chicago, 1889-1890.

Third. Admission to the Phonography classes should be conditioned upon a satisfactory examination in pronunciation, orthography, and grammar.

He further recommended that efforts be made to enroll in the evening high school those students who withdrew from day school when graduated from the eighth grade, and that regular high-school subjects be offered in the evening high school. Howland, then, was the first to recommend careful classification of students, careful checking of prerequisites for courses, and the offering of regular high-school work in the evening schools. The adoption of all these policies was a step in the direction of the standard evening high school.

In 1890 Superintendent Howland complained about the wretched lighting in the evening schools.¹ The kerosine lamp was still the source of light at this time. The next year he pointed out that most of the students in attendance at the evening high school were from the West Side of the city. Consequently he recommended the establishment of similar schools on the North and South Sides of the city.² The board lost little time in acting upon this recommendation.

Evening high schools extended to all parts of city.--In 1891 evening high schools were opened in the South Division, North Division, Lake, and Englewood high schools.³

The following interesting quotation will probably surprise some of the readers. One may wonder today why anyone would bother to learn stenography without learning at the same time how to type-write. But it must be remembered that in the nineties typewriters were not common. Most business letters were written in longhand. Secretaries or clerks were expected to know shorthand in order that they might conserve the time of those who dictated letters to them. However, they transcribed their notes in longhand. Penmanship was much more important then than now.

The course of study is satisfactory. One change has been made in it. Typewriting is now studied in connection with stenography in the evening high schools, in accord with my

¹Thirty-sixth Annual Report of the Board of Education, p. 18. Chicago, 1889-1890.

²Ibid., p. 111.

³Thirty-eighth Annual Report of the Board of Education, p. 55. Chicago, 1891-1892.

recommendation of last year. I look for good results in this course.¹

A controversy over assignment of staff.--In 1895 a controversy arose over a recommendation of Superintendent Lane that two day-school principals, W. F. Slocum and C. E. Morse, be appointed also as night-school principals. The board failed to concur in the recommendation because it was contrary to a rule which they had passed that a principal or teacher should not work in the day and evening schools simultaneously.² The question as to whether or not the principal of a day high school should also be the principal of the evening school in his building has been a moot one in Chicago since 1895. Many principals have contended that such a policy makes for better care of the building and equipment, and for better relations between the staffs of the two schools.³

Changes made by Superintendent Lane.--In 1895 Superintendent Lane standardized the hours of session for all the evening high schools. He ruled that such schools should be open from seven to nine, five evenings per week. He urged the principals to make the regular day high-school courses the basis of the evening high-school offering, but he asked them to take great liberty in adding and interspersing related subject matter.⁴

Changes made by Superintendent Cooley.--In January, 1904, all the departments of the Richard T. Crane Manual Training High School were opened for evening classes. In this year, for the first time, all evening high-school teachers were required to have the regular high-school certificate for teaching their subjects and the same qualifications as the day high-school teachers. When this policy was put into effect it meant that day-school teachers had to be employed in the evening schools, as there would not have been a sufficient supply of qualified teachers to meet the need otherwise.⁵

Reorganization by Superintendent Young.--A revolutionary step was taken in 1910. The distinction between evening high

¹Fortieth Annual Report of the Board of Education, p. 176. Chicago, 1893-1894.

²Forty-fifth Annual Report of the Board of Education, p. 26. Chicago, 1894-1895.

³Ibid.

⁴Ibid., p. 139.

⁵Fiftieth Annual Report of the Board of Education, p. 103. Chicago, 1904.

schools and evening elementary schools was abolished, and the number of nights that the evening schools were to be in session was reduced from five to four. The following passage describes briefly the changes made and the reasons for them.

In future the schools will be in session only four evenings a week. It is thought that the burden of attendance for five evenings a week is too great and that more satisfactory results will be shown if the pupils have an evening, other than Saturday and Sunday, which they can spend in recreation. As Friday evening has been found to be the lightest in attendance of all the evenings in the week, the schools will be in session next year on Monday, Tuesday, Wednesday, and Thursday evenings.

For some years the evening schools have been divided into evening high schools and evening elementary schools, but the practice has grown up of assigning an evening high school teacher whenever sufficient pupils apply for a subject in an evening school, even though the school is technically listed as an evening elementary school. During the present year the distinction between the two classes of schools was abolished. In the future each school will be known simply as an evening school, and in each school such work, whether elementary or high, will be offered as seems best suited to the needs of the community.¹

Although the distinction between the evening high school and the elementary evening school was eliminated in 1910, the evening high school was again recognized in 1912:

The board, on the recommendation of the superintendent, adopted a credit plan for the evening high schools. Under this plan a student will receive an evening-school certificate or diploma after making thirty-two credits. This certificate will not be equivalent to the day-school diploma, but no doubt it will be of value to its possessor, particularly to one who is employed in the industries and who had pursued courses in technical subjects related to his trade.²

All the requirements for this evening-high-school certificate or diploma were definitely set down, and principals were required to check carefully upon the prerequisites for admission to all credit courses. Credits were specifically defined, and provision was made for transfer of credits to the records of the day high schools. Definite courses were outlined which would lead to the certificate or diploma, and the evening high schools were required to keep careful records of work accomplished by their student personnel.³

¹Fifty-sixth Annual Report of the Board of Education, p. 105. Chicago, 1910.

²Ibid., pp. 136-137.

³Ibid., pp. 137-138.

Principals of evening high schools were authorized in 1912 to open classes of college grade if a sufficient number of pupils desiring such work could be brought together to form such classes.¹

In 1912 a fee of one dollar was collected from each evening-school student upon registration. The fee was exacted in order to secure more seriousness of purpose on the part of the students, and to prevent them from registering if they had no intention of continuing their work for the year. The deposit was to be refunded during the last week of the evening-school year provided the student had attended three-fourths of the total number of nights and had conducted himself satisfactorily. Otherwise, the fee was to be forfeited.² The collection of this fee tended to improve attendance and seriousness of purpose on the part of the students.

When the distinction between evening high and elementary schools was abolished in 1910 the practice grew up of opening high-school classes in any evening school, in a high or elementary building, whenever a class could be formed. As a result the high-school classes were scattered through many buildings, with comparatively small numbers of them in any school. Consequently careful grading of students and the pursuit of well-defined units of study were made almost impossible. Superintendent Young soon became sentient to the problem which the new policy presented. She recommended in 1915 the standard evening high school as a solution, although she did not call the proposed institution by this name.

Among the many problems of evening-school instruction there is one which is insistentlly demanding solution. The call for academic high-school instruction for young men and women who wish to prepare for entrance to college and professional schools is increasing. This demand can not be met properly in the small classes scattered among twenty or more evening schools. Many of these classes close early in the season for lack of sufficient membership. Most of them are organized for the study of one subject only. In few of them can a subject be pursued with that closeness of application and with that certainty of solid acquirement that will justify the teacher in issuing a certificate of credit equal to the day-school credit. The solution of this problem may be found in the designation of one, or at the most three, of the schools as preparatory-school centers at which regular secondary-school work will be offered equal in all respects to the standards required in the day high schools.³

¹Ibid., pp. 137-138.

²Ibid., p. 138.

³Sixty-first Annual Report of the Board of Education, p. 99. Chicago, 1914-1915.

Englewood Standard Evening High School established.--The standard evening high school had been in existence in New York City for a number of years prior to 1919. Superintendent Mortenson had been pleased with the institution as he had observed it there, and desired that the board establish such schools in Chicago. In 1919 a standard evening high school was established in the Englewood High School building. A description of that school follows:

Authority was granted by the board of education to establish in the Englewood High School building a standard evening school, wherein the requirements for admission of students for courses of study and for teaching experience and ability were the same as in the day high schools. This school was authorized to be open for one hundred and fifty evenings per year, instead of the eighty-eight evenings which has heretofore been authorized. Two clock hours each evening, for 150 evenings, are equivalent to two day-school recitation periods, of forty-five minutes each, for the two-hundred days high schools are in session. This makes possible the granting to evening-school students in the standard classes two full credits each year, which are in every way equivalent to day-school credits and can be so used for college entrance requirements.¹

The Englewood Standard Evening High School grew at a tremendous rate and proved the wisdom of the board in establishing it. Its enrollment in 1922-1923 was 2,871, but in 1923-1924 the enrollment had increased to 4,079 students.²

Schurz Standard Evening High School established.--The success enjoyed by the Englewood Standard Evening High School encouraged the board to authorize the establishment of another standard evening high school for the Northwest Side of the city. In 1924 the Carl Schurz Standard Evening High School was opened. Its appeal and drawing power were great from the start.

Administrative help provided.--With large enrollments in these two schools the work of organization, administration and supervision became so arduous that assistance was granted the principals. One extra teacher was assigned to each school to aid with the necessary clerical work, and an assistant principal was assigned to the Englewood Standard Evening High School.³

Pupil load extended.--In 1925 the number of hours per even-

¹Sixty-sixth Annual Report of the Board of Education, p. 26. Chicago, 1919-1920.

²Annual Report of the Superintendent of Public Schools of the City of Chicago, p. 27. 1924.

³Ibid., p. 28.

ing was increased in the Englewood Standard Evening High School from two to three, in order that students might earn three credits per semester rather than two. In order to earn three credits, the student pursued one subject for four evenings per week from 6:45 to 7:45, a second subject from 7:45 to 9:45 on Monday and Wednesday evenings, and another subject during the same hours on Tuesday and Thursday evenings. The time devoted to each subject amounted to the forty-five minutes, five times per week, devoted to a subject in the day high schools.¹ The greater opportunities offered in the Englewood Standard Evening High School further stimulated the demand for this type of instruction. The Schurz Evening High School was placed on the same basis as the Englewood in 1926. Beneficial results other than the swelling of enrollments were noticeable. The average attendance per evening of those enrolled increased fourteen per cent in 1926, and the students tended to select subjects from the regular high-school curriculum to a greater extent.²

Crane standardized.--In 1929 the Crane Standard Evening High School was established upon the same basis as the Englewood and the Schurz. Superintendent Bogan gave the following reasons for this step:

The South Side is served by the Englewood Standard Evening High School. The Northwest Side is served by the Schurz Standard Evening High School. There is a demand for a standard evening high school on the West Side, as shown by applications of several hundred for this extended work. The equipment at the Crane High School, and its location favorable to transportation make this school best suited for the standard high-school work.³

In 1931, the coverage of the city with the standard evening high school became complete. In this year three additional schools of this character were opened: the Lake View, the Austin, and the Fenger. Again the reasons given by Superintendent Bogan for their establishment are worth quoting.

To serve the North Side, the Lake View High School is considered most advantageously located. For the far west, the Austin High School is recommended. The Englewood accredited evening high school is overcrowded, and relief for this overcrowded condition will be offered by the opening of the Fenger

¹Ibid., p. 121. 1925.

²Ibid., p. 127. 1926.

³Proceedings of the Board of Education, p. 753. Chicago, 1929.

as an accredited evening high school.¹

By 1932 the returnable fee left on deposit by the student upon registration had been raised to five dollars. In this year, the board voted not to return the deposit. The deposit fund was to be used to help defray evening-school expenses because of the financial difficulties brought on by the depression.² But in the following year the fees were again returned to students if they attended three-fourths of the evenings the school was in session.³

At the present time the standard evening high schools are the only evening high schools that are being operated by the board. The depression forced upon that body the elimination of the opportunity evening high school.

The Development of the Summer High School

Chicago is indebted to New York City for proving the worth of vacation schools, according to the following statement made by Superintendent Lane in 1895: "Recent experiments have without question shown to some extent the value of vacation schools and the popular desire for their establishment and maintenance. Witness the success of the experiment in New York City."⁴

Lane went on to say that private enterprise had experimented with a vacation school in the summer of 1895 in the Medill Elementary School in Chicago. The Chicago Woman's Club was the agency to which he referred. He pointed out that the board might be called upon in the near future to establish vacation schools at public expense. The Woman's Club was not able to secure immediate action along this line by the board, but in 1903 money was appropriated for this cause: "For the first time in its history, the board of education has given direct financial assistance to the vacation schools. An appropriation of one thousand dollars for this purpose was made June 24, 1903."⁵ The board had aided such schools indirectly before 1903 as the public-school buildings and grounds were turned over for their use without charge.

¹Ibid., pp. 1567-1568. 1931.

²Ibid., p. 127. 1932.

³Ibid., p. 116. 1933.

⁴Forty-second Annual Report of the Board of Education, p. 26. Chicago, 1895-1896.

⁵Forty-ninth Annual Report of the Board of Education, p. 23. Chicago, 1902-1903.

The vacation schools grew at a rapid rate from 1903 to 1913. The first vacation high school was operated in the Englewood High School during the summer of 1911. Soon this type of work was offered in other high schools at public expense. As more and more schools were opened for summer work it became more difficult for the board to finance them. Some step seemed necessary to reduce their drain on the schools' treasury. In 1913 the summer term was increased from five weeks to six weeks and a fee of two dollars per week was collected from each student to help defray expenses.¹ The vacation schools were operated chiefly for students who had become retarded in their regular school work through failure or sickness. They were enabled through summer courses to catch up with their former classmates and avoid the discouragement and frustration of being thrown back with younger children.

In 1919 Superintendent Mortenson reported continued interest in summer high schools. "The increased enrollment in the summer high schools shows that there is a steadily increasing demand for instruction of this kind."²

Very few references to summer high schools appear in the annual reports or proceedings of the board. In 1928 Superintendent Bogan recommended to the board changes in the pupil load and the fees charged in the summer high schools, and his recommendation was adopted.

Recommended, that pupils in the ninth, tenth, eleventh and twelfth grades of the junior and senior summer high schools be permitted to carry one minor and two major subjects during the summer-school term, the tuition fee for the minor subjects to be \$3.00 for the term, and for the major subjects, \$6.00 each.

Reasons: For several years the rules permitted pupils to carry three major subjects, but in recent years the number has been restricted to two. Now the principals are convinced through experience that it would be well to permit bright, ambitious students to carry two major subjects and one minor subject during the summer term. The adoption of this recommendation will add materially to the enrollment of the schools without adding to the cost.

Financial: No expense involved.³

Eleven senior high schools were opened for vacation work

¹Proceedings of the Board of Education, p. 1301. Chicago, 1913.

²Sixty-sixth Annual Report of the Board of Education, p. 20. Chicago, 1919-1920.

³Proceedings of the Board of Education, p. 1210. Chicago, 1928.

during the summer of 1928: the Austin, the Crane, the Englewood, the Harrison, the Hyde Park, the Lake View, the Lane, the Lindblom, the Marshall, the Schurz, and the Senn.¹ The following summer the Tuley High was also opened for this type of work.²

Again the fee was changed in 1930. It was necessary to raise the fee at this time because the depression had already begun to bring financial difficulties to the board.

The superintendent of schools recommends that the tuition fee for summer senior high schools and ninth grade junior high schools be fixed at eight dollars (\$8.00) for each major subject and four dollars (\$4.00) for each minor subject. This will reestablish the rate formerly charged summer-high-school students.

Reasons: The tuition fee for summer high schools was reduced a few years ago to \$6.00 for a major subject and \$3.00 for a minor subject. It now seems necessary to return to the former tuition fee in order to keep the summer high schools open.³

By 1932 the problem of financing the Chicago schools had become such a difficult one that many phases of the school program were faced with elimination, or at least temporary suspension. It seemed imperative that the summer high schools be closed when James E. Armstrong, principal of the Englewood High School and a veteran educator of Chicago, appealed to the board for a hearing in behalf of the summer schools. He asked, by letter, for permission to present to the proper committee of the board a plan for saving the summer high schools by making them entirely self-supporting. He presented such a fine case for keeping summer-high-school work under the control of public-school officials that his letter is here quoted.

I wish hereby to call your attention to a situation that is arising at this time on account of closing the summer senior high schools and the danger of some serious consequences that will surely follow. In fact the summer high schools were originated to prevent a movement then inaugurated of the same kind as the one already under preparation.

The demand for summer-high-school courses to shorten the years of school by young people between the ages of 14 to 18 has grown. In 1911 there were 250 pupils in the only senior high school the first year, while last year there were 15,000 pupils in 13 summer high schools. Tuition fees have always been charged ranging from \$10 to \$16 for two major subjects, each of these requiring two recitation periods per day for eight weeks.

¹Ibid., p. 1210.

²Ibid., p. 1193. 1929.

³Ibid., p. 1033. 1930.

Now unless the board recognizes the dangers invited by private schools organized for profit, the standards of education will be seriously impaired, and the youth of Chicago deceived when they come to present their credentials to the universities for admission.

These summer senior high schools may be held under the control of the Chicago school system without cost to the board of education except the care of the buildings used for the purpose.

The undersigned would be glad of an opportunity to appear before the School Administration Committee or the Special Budget Committee and give a detailed explanation of a plan by which this can be done.¹

Armstrong's plan struck the board as a feasible one. Its provisions are outlined in the resolution passed by this body only three days after they had heard it presented. There was some doubt as to whether or not the board had the legal right to charge tuition fees for instruction in the public-school buildings, but apparently the attorney advised that the board had the legal authority to do so.

Resolved,

(1) That the superintendent of schools be instructed to make provision for opening and conducting self-supporting vacation schools, providing the Attorney for the board of education can devise a plan whereby this may be done in accordance with the law;

(2) That the business manager be instructed to provide a plan whereby the operating force already employed by the board of education may be utilized for the operation of designated school buildings for vacation school purposes, without additional expense to the board of education;

(3) That the salaries of principals and teachers employed in these vacation schools shall be paid from the fees herein provided.²

The attorney for the board drew up an agreement with the principals, teachers, and other employees to be engaged in the operation of the summer high schools whereby these employees were to accept as full compensation for their services a pro rata share of the tuition obtained in their respective schools based upon their latest salary schedule.³ The Armstrong plan has been used successfully since 1932. Each summer since 1932 the vacation high schools have enjoyed an increased enrollment.

¹Ibid., p. 556. 1932.

²Ibid., p. 1614.

³Ibid., p. 1169. 1934.

Summary

Central High School, built in 1856 to accommodate approximately four-hundred students, provided sufficient space for housing all students deemed worthy of a free public high-school education during the period from 1856 to 1869. In the latter year the building became filled to overflowing. Attempts to secure a new high-school building centrally located failed, and school officials were obliged to take care of the excess enrollment by opening classes for first-year high-school students in various sections of the city. The presence of these classes near the homes of prospective students attracted pupils in large numbers, and in 1875 three two-year high schools were established, one in each section of the city. Graduates of these institutions went to Central High School if they desired to complete a four-year curriculum. In 1880 Central High School was abolished and a four-year high school was established in each of the three sections of the city: North, South, and West. The West Division High School grew so rapidly that an additional school was required by 1889 to house the overflow. Hence the Northwest Division High School was built in that year. Six suburban high schools were acquired in 1889 through extensive annexations of territory to the city, and the high-school system then embraced ten buildings.

The comprehensive or cosmopolitan high school has proved very popular in Chicago, and buildings of this type have been added to the school system at the following rate: 1890 to 1900, three; 1901 to 1910, five; 1911 to 1920, five; 1921 to 1930, three; 1931 to 1939, sixteen.

The first special school for offering manual training to boys, a part-time school, was established in 1886. In 1890 this school became independent and was named the English High and Manual Training School. Over a period of thirteen years it outgrew its quarters, was moved in 1903 to a new building on the West Side of the city and renamed the Crane Technical High School. In 1905 opportunities similar to those offered in the Crane were made available in the Lake High School to boys living in the South Section, and in the Hoyne School building to boys living in the North Section of the city. The construction of the original Lane Technical High School resulted in the removal of technical work for boys from the Hoyne in 1908, and the Tilden Technical High School eventually replaced the Lake High School. Both the Tilden and Crane have

received large additions in recent years, and the Lane Technical High School moved into a gigantic new building in 1934.

Mrs. Young was the first superintendent to urge that opportunities for technical training for girls be supplied to parallel those provided for boys. In accordance with her recommendation the Lucy Flower Technical High School for Girls was established on the South Side of the city in 1911. It prospered, and in 1927 it was moved into a modern, well-equipped building located on the West Side of the city. Various superintendents have urged that similar facilities be provided for the girls of the two other sections of the city, but no steps have been taken to make such provisions.

Agitation was started in 1895 for a special commercial high school centrally located. A school of commerce, at the junior-college level, was opened in 1917 in the Medill High School, only to be abolished in 1925. In 1937 the Jones Commercial High School, centrally located, was established. It gives promise of marked success.

The first evening high school was established in 1869. Centrally located, it provided for the evening-high-school needs of the city until 1891. In this year the evening high school centrally located was abandoned, and evening high schools were established in each of the three sections of the city with a view to bringing these institutions nearer to the homes of their prospective students. In 1910 the policy was adopted of offering high-school work in all elementary-school buildings operating evening schools, with a view to making evening-high-school opportunities more accessible and attractive. This practice created many problems of organization, administration, and instruction; hence it was abandoned in 1912. Since 1912 there has been a tendency to concentrate evening-high-school work in a few buildings. In 1919 the Englewood Evening High School became a standard high school, equal in every respect to the regular day high schools. This school proved to be very successful. The Schurz and the Crane evening high schools adopted the Englewood pattern in 1924 and 1928, respectively; and in 1931 the Lake View, Fenger and Austin evening high schools did likewise. In 1931 the board closed all evening schools except these six, two of them located in each of the three sections of the city, as a result of financial difficulties brought on by the depression.

The first public summer high school was established in the Englewood High School, located on the South Side, in 1911. The board paid all expenses of the school for a time, but when the demand for such schools began to increase rapidly a portion of the burden of financial support was shifted to the students. In 1932 summer high schools became entirely self-supporting and have remained so since. However, they have enjoyed much patronage, and seem to be serving a real need in a very satisfactory manner.

CHAPTER IV

THE ADMINISTRATION AND SUPERVISION OF THE PUBLIC HIGH SCHOOLS

Development of Certain Administrative Policies

Problems have arisen in the high schools of Chicago from time to time with respect to the following matters: the size of the high-school unit, class sizes, the amount of time that should be granted teachers for recording marks at the close of a semester, assuring the maximum amount of time in class to the pupil, the length of the term, the length of the class session, and the length of the day. The development of administrative policies with respect to these matters will be presented in this section of the study.

Policies with respect to size of the high-school unit.-- The president of the board in 1893 expressed a belief in a relatively small high-school unit: "We believe that the best interests of the high schools demand that there should be under the control of the same principal not more than 1,000 pupils."¹

Assistant Superintendent Nightingale in 1895 expressed a belief in a relatively large high school, although he did not specify any particular number as the optimum size. As one reads his statement, which follows, it must be recalled that the high school of 1,000 students was considered a large high school in 1895:

If we are to have an excellent system of high schools in the city of Chicago, we must have not only good teachers, good courses of study, good text-books and good equipments, but also ample accommodations so centralized that a rigid supervision may be secured, and a proper minimum of pupils to a teacher maintained.²

Ella Flagg Young, in 1912, made a statement about the size

¹Fortieth Annual Report of the Board of Education, p. 104. Chicago, 1893-1894.

²Forty-second Annual Report of the Board of Education, p. 75. Chicago, 1895-1896.

of the building rather than the number of students enrolled. Her comment on this subject was apropos of the policy of placing full-time teachers of physical education, manual training, and household arts in each high-school building. Up to this time those handling these subjects had been itinerant teachers, each operating in two or more buildings. Fear had been expressed that these special teachers could not succeed as regular members of a building staff, bearing responsibility for the records and conduct of a division and all the other coöperative services which are expected of regular teachers. She felt the adoption of this policy necessary in order to eliminate wastefulness of space.

The size of our high-school buildings that are under construction will make it necessary to prolong the periods between recitations to double their present length, in order that pupils may cover the distance between class rooms. This will lengthen the day at least one-half hour. The utilization of all rooms as class rooms will result in a reduction in size of buildings planned in the future.¹

Superintendent Young advocated an assembly hall large enough to seat every student enrolled in a school. This conditioning factor would probably limit the size of high schools to 2,000 or 2,500, as a board would surely not approve an expenditure for a hall with a capacity of more than 2,500 in any high school.

Superintendent McAndrew sent a letter to a great number of school administrators in other cities, asking their opinion concerning the optimum size for a high school. The answers he received were various and inconsistent. He did not arrive at any definite conclusions,² except that he thought it inadvisable to require children to climb more than three flights of stairs in a high-school building. He felt that excessive stair climbing was injurious to their health, and especially injurious to their hearts.

This important question of the optimum size for a high school is yet not definitely answered in Chicago.

Class-size policy.--Prior to the administration of Superintendent Cooley, no record is found of any statement by an official of the board concerning the size of classes in the high schools. However, there must have been a rule with respect to this

¹Fifty-eighth Annual Report of the Board of Education, pp. 119-120. Chicago, 1912.

²Annual Report of the Superintendent of Public Schools, pp. 57-58. Chicago, 1926.

question, since Cooley in 1901 reported:

Such a reduction (ten per cent in instructional costs) will be made the more easy by the strict enforcement of the rule of the board, which provides that no class shall be opened in a high school with less than 15 members, nor continued when the membership shall fall below 10, the figures being 15 and 20, respectively, in the larger schools with a membership above 500. Many classes in the high schools have been run during the past year without strict regard for this rule.¹

Cooley was concerned about this matter because of its bearing upon costs of instruction, in view of the fact that the board was having difficulty in 1901 in balancing its budget. The revenues had been drastically reduced in that year through legislative action.

From the time of Cooley down to the administration of Superintendent McAndrew, no special attention was given to this question. But in 1926 Frank Sullivan, director of educational expenditures, made an investigation in accordance with instructions from Superintendent McAndrew for the purpose of discovering high-school classes that were too small for any official to be able to justify their cost. He found thirty classes with memberships below ten pupils. All of them were in the technical department: woodworking, electricity, automobile repairing, forge and foundry work. Superintendent McAndrew ruled on class sizes as follows:

Even under ordinary circumstances expenses for classes of this size are not justified, but in our present financial straits the maintenance of such classes is inexcusable. Hereafter no high-school class will be organized for less than twenty pupils.²

Time for recording marks granted.--Scholarship records are very important in the high school, as they are the sources consulted for making out the transcripts of record required by the colleges in case students request admission to institutions of higher learning. In 1912 time was granted the high schools for putting their records in order.

The superintendent reports that it is necessary to have school records in the high schools completed on the last day of the half year in January and in June. The superintendent therefore recommends that authority be given principals of

¹Forty-seventh Annual Report of the Board of Education,
p. 94. Chicago, 1900-1901.

²Annual Report of the Superintendent of Public Schools,
p. 74. Chicago, 1926.

high schools to dismiss their schools the whole or such parts of Wednesday and Thursday of the fourth week in the school month of January and June as each principal shall find necessary.¹

Saving of time.--Prior to 1925 it had been customary for the high-school principals to exempt some pupils from final examinations. Often two or more full days toward the end of the semester were set aside for final examinations, two or more hours being required for each subject. Superintendent McAndrew established policies which eliminated these practices. "At the close of the year time was saved by the requirements: (1) The final examinations be held during the regular period; and, (2) That no pupils be dismissed from class on account of final examinations."²

Superintendent McAndrew stressed the importance of saving time at the beginning of the school term. Before he assumed office it had been customary for the schools to devote from one to three days to registration of students and adjustment of classes. Frequently adjustment after adjustment was necessary because of developments which had not been anticipated. In 1925 steps were taken to reduce this loss of time. Assistant Superintendent Bogan reported as follows in that year:

Economy of time was especially noticeable at the opening of the school term. On the second day of the fall semester every high school followed its regular program. Even on the first day several schools closely approximated the regular program.³

Little attempt was made during the administration of Superintendent Bogan to limit further the waste of time at the opening of a new semester, but when William H. Johnson became superintendent in 1936 he again made an attack upon the problem. He asked all high-school principals to have their schools organized and in operation on regular schedule the first day of the semester.⁴ This goal has been almost completely achieved at present. Assistant principals in the high schools prepare the schedule of classes for the new semester several weeks before the close of the current semester. Then class advisers, administrative aids, and in some

¹Proceedings of the Board of Education, p. 1083. Chicago, 1912.

²Annual Report of the Superintendent of Public Schools, p. 100. Chicago, 1925.

³Ibid., p. 99.

⁴Ibid., p. 109. 1936.

cases all the division teachers, assist him in registering students in classes and study periods so that every student has in hand his individual program before the new semester opens. This careful preparation in advance makes it possible for the high schools to get under way with no delay. The division teachers in a number of the high schools consider program making an important part of their adjustment or guidance service to students.

School terms.--In 1856, when Central High School was opened, the school year consisted of three terms. The rules governing the high school declared: "The terms of the public schools commence on the second day of January, the Monday after the last Friday in April, and the first Monday in September; and close two weeks before the last Friday in April, the second Friday in July, and the twenty-fourth day of December."¹

Prior to 1900 it had been customary to admit but one class per year to the high schools, but in that year they were placed upon a two-semester basis, with promotions, graduations, and complete reorganization of classes at the end of each semester. The advantages seen in the new plan were stated as follows:

It enables those who have studied the first half year under adverse circumstances to readjust themselves by reviewing their work, by lessening it or by changing it.

It enables those who have attended an entire year, and yet who for any cause or for many causes have not done satisfactory work in one or more studies, to retrieve their lost fortunes by turning back one half year instead of one whole year. The whole plan of two admissions has produced important results and is of much value in adjusting the progress and economizing the time of the pupils.²

In 1907 Superintendent Cooley reported dissatisfaction with the way the two-semester plan was working out in the high schools. He complained of the lack of coöperation on the part of elementary-school principals.³ Many of them were not in sympathy with the new plan, as it necessitated considerable additional work on the part of the elementary principal and his staff: the reclassification of pupils, additional records, multiplication of graduation exer-

¹Third Annual Report of the Superintendent of Public Schools, p. 52. Chicago, 1856.

²Forty-seventh Annual Report of the Board of Education, p. 81. Chicago, 1900-1901.

³Fifty-third Annual Report of the Board of Education, p. 134. Chicago, 1906-1907.

cises, and so on. Furthermore, many of the principals felt that it was inadvisable for students to enter the high school in February, and they advised their mid-year graduates to remain at home until the following September, or permitted them to do post-graduate work in the elementary school during the second semester of the year. Cooley did all in his power to secure uniform support of the new plan in order that the classes entering the high schools in February would not be so small that they would not be able to secure the same advantages as the September classes. The chief disadvantage suffered by a small class was the resulting restriction in the choice of subjects, the entire class being compelled to follow a more or less rigid curriculum.¹ Cooley put through some measures described in the following passage which were designed to assure the success of the two-semester plan:

Among the measures proposed for the improvement of the situation in the high schools with respect to the mid-year classes was the division of the credits in one-year subjects into two parts. In accordance with this plan a separate half credit is now given for Greek history and a separate half credit for Roman history, and so the one-year course in medieval and modern history has been divided. It has been suggested that we should divide all the one-year subjects into half years, partly to allow a greater flexibility in the programs of the mid-year pupils, and partly to insure that a high mark in the first half of a year in a subject may not encourage some pupils to relax in their efforts during the second half.²

In spite of his insistence, Superintendent Cooley was not able to line up all the elementary-school principals behind him on this issue. Superintendent Young reported in 1911 that some schools were still not using the plan, although a large proportion of them had given complete support to it.³

The following comment by Superintendent Young shows that she thoroughly approved the two-semester plan and that she had little patience with the few principals who were too conservative to get behind the general movement to make it succeed:

It has been slow work to convince some principals that if the brilliant and the dull, the healthy and the delicate, the regular attendant and the absentee for two or three months cannot all move through a year's course in exactly the same time, it does not follow that the brilliant must take one year for a

¹Ibid., pp. 134-135.

²Ibid., p. 135.

³Fifty-seventh Annual Report of the Board of Education, p. 94. Chicago, 1911.

year's work and the slow must take two years.¹

The two-semester plan has not gone far enough to please some school administrators. There has been considerable agitation in recent years for the division of the scholastic year into four quarters. The first in Chicago to advocate the adoption of such a plan was Superintendent Shoop who saw in it possibilities for saving money. The two chief advantages which he claimed for it were: that it would keep all existing buildings in use throughout the year; and, that it would require fewer new buildings since, theoretically, only about three-fourths of the school population would be in attendance at any time. He stated the case for this type of organization succinctly as follows:

The dates for the opening and closing of the school year as it now exists may be traced in their origin to industrial and domestic conditions which are at variance with those which exist at the present time. They are distinctly rural in their origin and in no way apply to present-day problems. The day is coming when we shall incorporate in our plans of education the all-year school. This in no way suggests the necessity for continuous work and application of the individual child during twelve months of the year, but in its ultimate aim and realization it would provide for the pupil's vacation at any time of the year that parents might elect. This distribution of the holiday season through the various portions of the year would make it possible to curtail expenditure for buildings through the wider and more prolonged use in which they would be employed during the full period of the calendar year.²

Superintendents Mortenson,³ and McAndrew⁴ both advocated the four-quarter plan, but they failed to secure its adoption by the board.

The high-school sessions.--When Central High School first opened, the following rule governed its sessions:

The morning sessions of the high school shall commence at nine o'clock and close at twelve o'clock. During the fall and winter terms, the afternoon sessions of the high school shall commence at half-past twelve o'clock and close at half-past

¹Sixtieth Annual Report of the Board of Education, pp. 10-11. Chicago, 1914.

²Sixty-second Annual Report of the Board of Education, p. 14. Chicago, 1916.

³Proceedings of the Board of Education, p. 115. Chicago, 1922.

⁴Annual Report of the Superintendent of Public Schools, p. 123. Chicago, 1925.

two o'clock; and during the summer term the afternoon sessions shall commence at one o'clock and close at half-past three o'clock.¹

A full hour was given for the noon intermission during the seasons of balmy weather in order that teachers and pupils might go home for lunch. But during the fall and winter all carried their lunches to school. Some complaints must have been lodged with the board against the policy of permitting the teachers to go home for lunch, for the rule was changed in 1860, as follows: "On the motion of Mr. Bass, it was moved that the daily intermission of the high school be reduced to half an hour, and that the teachers remain at their school rooms during this intermission."²

In 1866 the noon intermission was eliminated entirely, for the reason that the pupils lived too far away from school to go home for luncheon and consequently the time accorded was of no practical use.³

By 1891 the lunch period had been reduced to twenty minutes. The board was convinced in that year that such a short lunch period was detrimental to the health of the pupils and voted on November twelfth a full hour for lunch, the period from twelve to one. The pupils did not like the change and asked the board to reconsider their action. As a result the twenty-minute period was restored.⁴

In 1901 thirty minutes became the official length of time that each pupil and teacher were to have for lunch. This change came with a lengthening of the school day.⁵ No further change has been made in the lunch period since 1901.

Length of day.--The length of the high-school day was five periods, each lasting one hour, from 1856 to 1901. In 1901 economies were necessary because of legislative action which reduced the revenue of the board. The necessity of employing more teachers for the increased high-school enrollment was obviated by making the load of the teachers heavier and the length of the period for each subject shorter. The adoption by the board of the following recom-

¹Sixth Annual Report of the Board of Education, p. 81. Chicago, 1860.

²Proceedings of the Board of Education, p. 349. Chicago, 1860.

³Ibid., p. 192. 1866.

⁴Ibid., p. 182. 1891.

⁵Ibid., p. 50. 1901.

mendation of Superintendent Cooley placed Chicago more nearly in line with other large cities of the country with respect to length of day in the high school:

The superintendent has investigated the number and length of periods in the leading high schools of the country and finds in the high schools of Chicago a smaller number of recitation periods than is usual elsewhere. In most of the Chicago high schools the day is divided into five periods. In most of the high schools in other cities the day is divided into six or seven periods, and teachers are expected to teach five or six periods a day.

The superintendent recommends that the school day for Chicago high schools shall consist of six periods of fifty minutes each, with an intermission for luncheon of thirty minutes, and that teachers--with the exception of some science teachers and teachers of English--shall be expected to teach twenty-five hours per week.¹

A number of advantages, as well as economies, were seen by Superintendent Cooley in the new plan. He felt that it would: (1) provide more flexibility, enabling students to get more easily the four subjects of their choice without conflicts; (2) enable the teachers of science to have more time for laboratory work; (3) provide an additional period for study, with reference books and libraries at hand; and (4) enable the teachers to accomplish more work.

On January 25, 1913, a joint committee made up of representatives from Northwestern University, the University of Chicago, and the University of Illinois made a number of recommendations to the superintendent after inspecting the high schools of Chicago for the purpose of accreditation. They were of the opinion that more time should be allowed for laboratory work in connection with instruction in the sciences, and they asked that the laboratory work be placed on a double-period basis as in the colleges in order to elevate the sciences to an equal footing with those subjects requiring preparation. Because of the fact that double periods were required for shop work, the principals of the high schools recommended that the shop teachers be required to work six hours daily instead of five. This arrangement, it was pointed out, would permit the men to handle four groups of boys during the school day instead of three, thereby increasing the efficiency of the shops and reducing the expense of installing additional shops and equipment.²

¹Ibid.

²Ibid., p. 864. February 24, 1913.

On September 17, 1913, as a result of these requests, the board placed the Crane, the Lane, and the Flower technical high schools on a six-hour day with an increase of twenty per cent in pay, since the increase in time from five to six hours per day amounted to a twenty per cent increase.¹ This action on the part of the board caused criticism. All the other high-school teachers felt that they were entitled to the same increase in pay accorded the shop teachers. Superintendent Young submitted a questionnaire to the teaching force and summarized the results for the board. On June 24, 1914, she reported that all the teachers desired: a six-hour day; a so-called free period for the accomplishment of their records and for attending to numerous other necessary duties; a reduction in the size of their classes; the employment of office clerks to relieve them of burdensome clerical duties; time for handling extra-curriculum activities such as athletics, dramatics, debates, musical organizations, and so forth; and the employment of assistants for teachers serving in shops and laboratories.²

The whole controversy resulted in a compromise. All high-school teachers were accorded a six-hour day with a portion of their regular school day not scheduled for recitations in order that they might give serious attention to the many duties which they had been performing more or less haphazardly. The teachers of the shop and science type of course for which outside preparation was not required continued to teach the whole six hours, or a few periods per week short of that total. All teachers, regardless of subject, received a ten per cent increase in salary over the 1913 schedule, which meant a decrease for those shop teachers who had already been accorded an augmentation of twenty per cent in their pay. The lunch period remained one-half hour in length, which meant that the teachers must be in school for six and one-half clock hours. Or, on a school-period basis, it meant a school day consisting of eight forty-five minute periods plus a thirty-minute lunch period.

No change has been made in the high-school teacher's day since 1914, but the number of periods that the high schools are in session has been increased to nine, ten, eleven or twelve in most of the high schools, the increase depending upon the degree of over-

¹Ibid., p. 233. September 17, 1913.

²Ibid., pp. 1345-1350. June 24, 1914.

crowding in the individual school. In schools where such extensions of the school day are adopted, the teachers' schedules are staggered so that they will report when needed but for no more nor less than eight periods as a rule. In some cases it has been necessary to schedule shop and science teachers for more than eight periods of work and pay them overtime.

Development of the Superintendent's Line Organization

Working under the superintendent of schools are two types of line officers who aid him in administering and supervising the high schools: assistant superintendents, and district superintendents. The principals and teachers are also line officers, but they will not be considered here since a special chapter of this study is being devoted to the staff assigned to each high school as an individual unit in the high-school system.

The rise of the assistant superintendent.--The first superintendent of schools was appointed in 1854. At first relatively few responsibilities of an administrative nature were placed on his shoulders. The board of school inspectors had for so many years been accustomed to functioning, through its committees, in an executive as well as in a legislative and judicial capacity that it required some time for this body to learn how to use their newly appointed superintendent. Little by little, however, they entrusted their duties to his hands. He assumed more and more of the executive functions as the school system grew, and his job became too big for him to handle alone. He was forced, in 1869, to request the board to grant him an assistant superintendent. The board hesitated to grant him relief, as there was some doubt as to its legal authority to employ an assistant superintendent. It took the following action: "On motion of Mr. Holden, the question of the employment of an assistant superintendent was referred to the committee on judiciary to inquire into the powers of the board to employ such an officer."¹

The committee reported that the office of superintendent was created by Section 28, Chapter 13, of the City Charter, with several amendments thereto, but no office of assistant superintendent was created, nor any authority given to elect such an officer.²

¹Ibid., p. 616. May 21, 1869.

²Ibid., p. 61. September 4, 1869.

However, since the superintendent was desperately in need of aid they saw a way of going around the law pending an opportunity to change it. They recommended that a principal teacher be detached from his school, attached to the office of Superintendent Pickard, designated an extra teacher, and paid the salary of a principal. Their recommendation was adopted by the board, and Principal Broomell was named to function as the first de facto assistant superintendent in Chicago.¹

One assistant was apparently sufficient to satisfy Superintendent Pickard, for no further complaint was reported until 1879. In that year the president of the board said:

In my opinion the office force of the board could be arranged on a far better basis than the present one. The superintendent of schools needs two or three more assistants as much as he needs the one he has, if it is intended to properly supervise the teaching in our schools. In New York and Boston there is an assistant superintendent of schools for every 100,000 inhabitants.²

As a result of the foregoing recommendation, one additional assistant was granted, but not until 1886 was an adequate administrative organization set up. In that year the number of assistants was increased from two to five, two of whom were women, and the prediction was made that further increases would be necessary with the annexations which were to be voted upon in the near future.³

Dr. John C. Burroughs had been president of the University of Chicago from 1856, the date it was organized, until 1875. In 1880 he was appointed a member of the board of education, and in 1883 he became an assistant superintendent of public schools in Chicago. There had been no special superintendent charged with the administration of the high schools prior to 1890, but in this year Burroughs was assigned to this position with the title of assistant superintendent in charge of high schools.⁴ These institutions had not been numerous and extensive enough before 1889 to present any special problem, but in that year their number was more

¹Ibid., p. 76. September 28, 1869.

²Twenty-sixth Annual Report of the Board of Education, pp. 38-39. Chicago, 1879-1880.

³Thirty-third Annual Report of the Board of Education, pp. 17-18. Chicago, 1886-1887.

⁴Thirty-eighth Annual Report of the Board of Education, p. 68. Chicago, 1891-1892.

than doubled by the annexation to Chicago of vast expanses of territory. Someone had to assume responsibility for welding the resulting eleven different high schools of Chicago into a high-school system, and Burroughs appeared to be the man equal to the task. He was seventy-two years old when he undertook the job and it seems to have proved too much for him.¹ In 1892 he died and was succeeded by Augustus F. Nightingale.²

Before becoming an assistant superintendent, Nightingale had been for many years principal of the Lake View High School, which had won a fine reputation under his leadership. He had resigned a position as superintendent of public instruction, Omaha, Nebraska, to come to the Lake View,³ and was consequently well qualified to direct the destinies of the high-school system in Chicago. His philosophy and some of his activities have been previously reported in this study.

The five assistants to whom reference has been previously made were not assigned to the central office on a functional basis, each to handle certain matters for the school system as a whole. They were assigned rather to administer certain geographical areas. Nightingale might be regarded as an assistant superintendent in the modern sense, since he attended to matters pertaining to all the high schools throughout the city, regardless of their location.

After the retirement of Augustus F. Nightingale in 1901, there was until 1924 no assistant superintendent who devoted his entire time and energy to the high schools. Superintendent McAndrew in that year appointed William J. Bogan to this important post.

When William J. Bogan became superintendent of the Chicago public schools in 1928, he appointed Benjamin F. Buck to the position which he himself had formerly occupied. Buck held this position until he reached the age for compulsory retirement. On July 24, 1935, William H. Johnson was appointed to succeed Benjamin F. Buck in the position of assistant superintendent in charge of high

¹Thirty-eighth Annual Report of the Board of Education, p. 65. Chicago, 1891-1892.

²Proceedings of the Board of Education, p. 354. Chicago, May 11, 1891.

³First Annual Report of the Trustees of the Lake View High School, p. 9. 1875.

schools.

During the spring of 1936, after the death of William J. Bogan, William H. Johnson was appointed superintendent of the Chicago public schools. Upon assuming this office, he appointed George F. Cassell to succeed him in his former position. Assistant Superintendent Cassell was given responsibility for developing and putting into operation the superintendent's five-point program for the high schools: an effective adjustment service for students in need of guidance; a system of class-schedule making and registration of students in classes which would assure no waste of time at the beginning of a semester; careful study by each principal of some administrative problem of his own choosing in the field of individual differences; the organization of remedial reading classes in each high school; and a thorough-going socialization program in each of the high schools of the city.¹

For the accomplishment of this program, Assistant Superintendent Cassell requested some additional administrative and supervisory aid and his request was approved.

The rise of the district superintendent of high schools.-- A highly centralized system of administration has been opposed by certain superintendents because it makes for delay and is too remote from the point of contact with students and parents, the local school and community. Superintendents Young and Shoop both believed district superintendents to be necessary. The following statement was made by the latter in 1918:

The centralization of all features including details of supervision into downtown offices, is not conducive to the measure of service which is due to the public. For many years the public school system has been separated into geographical districts with a superintendent in charge of each and located at the central office. This plan of management was reasonably successful in the earlier stages of the city's growth. Its most serious disadvantage lies in the remoteness of the office of administration of the district from the people who patronize the schools. To bring the principals, the teachers, and the parents into more immediate and convenient relation with the staff of supervisors, local centers were created, and office facilities provided for the district superintendents and supervising instructors who are delegated to assist in the teaching of special subjects.²

¹Proceedings of the Board of Education, p. 1109. Chicago, 1936.

²Sixty-fourth Annual Report of the Board of Education, pp. 33-34. Chicago, 1918-1919.

The chief change introduced by Superintendent Shoop was the removal of the office of the district superintendent from the central-office building of the board to a room or suite of rooms in a school building located in the district assigned to him. Shoop defined the functions of the district superintendent as follows:

Responsibility must first center with the individual school, with the principal as the organizer and directing genius of the work of the school. The duties of the district superintendent require that he act in an advisory and directing capacity to assist the principal and the teachers in all attempts to advance the school to higher standards of usefulness and service to the children and to the community. There should be on the part of the district superintendent a familiar acquaintance with the conditions in each district, with its peculiar characteristics, its needs, and the quality of service which it is receiving from the public-school system.¹

John C. Burroughs and Augustus F. Nightingale, who had charge of the high schools from 1891 to 1892 and from 1892 to 1901, respectively, might be considered district superintendents as well as assistant superintendents. Each in turn controlled alone all the high schools. But from 1901 to 1925 a vertical plan of administration and supervision was in vogue. Each district superintendent had charge of all the schools located in his district, both elementary and high schools. The superintendents of public schools who served during this period of twenty-four years were apparently convinced that such a plan of administration and supervision tended to develop better articulation between the elementary and high schools, and to secure other advantages not attainable by a district superintendent specializing in the administration and supervision of high schools exclusively. Superintendent McAndrew held the opposite view. The board appointed, upon his recommendation, Willis E. Tower to the position of district superintendent in charge of high schools on March 11, 1925. The following reasons given by Superintendent McAndrew for his action are of interest: "In order to unify the work in the secondary schools and to insure that needed economies are detected and applied, it is necessary that the twenty-four high schools should be supervised by a district superintendent."²

McAndrew often applied the term "division superintendent"

¹Ibid., p. 34.

²Proceedings of the Board of Education, p. 827. Chicago, 1925.

to the type of official known in this report as the assistant superintendent. He assigned a number of functions to each division, of which there were five, headed by a division superintendent. To each of these division superintendents was also assigned a certain number of schools so that each would feel obliged to carry his fair share of responsibility for the improvement of instruction.

On May 14, 1924, the board became committed to the policy of establishing junior high schools in the city and appointed Joseph F. Gonnelly to the position of district superintendent in charge of these institutions.¹ Both Tower and Gonnelly worked under the direction of William J. Bogan, division superintendent, in whose division both the junior and senior high schools had been placed.

The office of district superintendent was exalted by Superintendent McAndrew. He summarized briefly his views of the office in 1925:

Organization of the work of district superintendents has been strengthened and improved. Their duties have been more clearly defined; their main business: supervision of instruction, improvement in results, economy in the organization and management of schools; has been stressed. Organized under the direction of division superintendents, they have made weekly reports of inspections and tests, showing grades and results; work planned; recommendations made for improvement; dates, purposes, and results of meetings and group conferences with the principals of their districts. These reports are on file in the department and open always to your inspection. I am able to record a general spirit of cooperation between the principals and the district superintendents who have made the positions, as it was intended when instituted, a help in the management of the schools. I can also report a gratifying increase in the understanding of members of the department that these officials, located in the various districts, are the proper persons to whom local questions involving the schools should properly be addressed.²

The statement just quoted refers to the office of district superintendent in general, but Superintendent McAndrew outlined further specific functions for the newly appointed district superintendent in charge of senior high schools, Willis E. Tower:

For years it has been generally recognized that the number and size of high schools, the territory which they include, and the difficult problems of education and finance which they must

¹Ibid., p. 1282. 1924.

²Annual Report of the Superintendent of Public Schools, p. 40. Chicago, 1925.

solve, requires special supervision. Without this supervision the adoption of economies and improved educational methods is slow. It is true that schools with unusually efficient principals will progress without central supervision, but the example of the best schools is not quickly followed by others unless central supervision provides the incentive. When assured of the need for more intensive supervision in the high schools the board of education elected a district superintendent to aid the assistant [division] superintendent in the task.¹

On June 12, 1933, the junior high schools were abolished in Chicago. In order to effect economies the board also abolished the position of the district superintendent who had been charged with the supervision of the junior high schools. This action increased tremendously the burden of administration placed upon the superintendent and the assistant superintendent in charge of high schools.

Superintendent Johnson, in the summer of 1936, recommended that authority be granted him to appoint three district superintendents in the high-school division, giving the following reasons for his action:

Thirteen new high schools have been opened since June, 1933, but no provision was ever made for the adequate supervision of these schools. The contemplated reorganization of the high-school courses together with the many projects and experiments that are to be carried on in the high schools makes necessary this additional supervision.²

The board accepted his recommendation and on July 22, 1936, he appointed three district superintendents to take charge of high-school districts upon the opening of schools the following September.³ All three of these officials were promoted from the high-school principalship. The city was divided into three districts or divisions, namely, the North Division, embracing twelve high schools; the West, twelve; and the South, thirteen. Since the South Division of the city is so extensive and was to have in the near future several new schools, it was deemed advisable to appoint an additional district superintendent to take charge of a portion of the South Side of the city.⁴ A high-school principal was appointed to this position in the summer of 1937. Readjustments then

¹Ibid., p. 100.

²Proceedings of the Board of Education, p. 40. Chicago, 1936.

³Ibid., p. 49. July 22, 1936.

⁴Ibid., pp. 11-12. July 16, 1937.

took place in the districts for the purpose of equalizing the number of high schools supervised by each of the four district superintendents.

Superintendent Johnson has adopted for the high schools a five-point program which he expects the district superintendents to develop more or less uniformly throughout the city. Assistant Superintendent Cassell is expected to coördinate the work of the four district superintendents and to keep them working harmoniously in carrying out the policies of the superintendent with respect to the high schools. The district superintendents are prevented from becoming too exclusively concerned with the welfare of the schools under their immediate direction by being assigned certain duties in connection with all the high schools of the city. For example, they survey jointly eight high schools per semester, two chosen from each district, with a view to bringing and keeping their physical plants and equipment up to a high standard of excellence.¹ The district superintendents must agree on their recommendations for improvements. This process of working out joint recommendations serves to establish in their minds common standards and criteria for judging conditions. The resulting familiarity with all the high schools of the city broadens their experience and enables them to judge better the schools under their immediate supervision.

Development of the High-School Supervisory Staff of the Superintendent

No attempt will be made in this study to present a full account of the views of the various superintendents with respect to the purposes of special supervision, the relationship of the supervisor to the principal and to the superintendent, and other similar problems which arise in connection with a supervisory staff. Something of the controversy that has gone on in the city with respect to the development of the supervisory staff can be obtained from the following statement by Superintendent Young, who was familiar with the complete history of the development of the Chicago high schools:

Years ago, I thought it possible to conduct all subjects through the supervision of the superintendents and the principals, but experience and observation do not support my theory. Those subjects which were not a vital part of the school train-

¹Proceedings of the Board of Education, p. 10. Chicago, July 16, 1937.

ing of a principal are seldom cultivated and developed as under the care of a specialist; occasionally the exception exists, but rarely.¹

Until 1926 the superintendent's supervisors were referred to officially as such, but in that year they were designated directors by Superintendent McAndrew. In 1928 Superintendent Bogan was authorized to make two of them directors of bureaus when he placed them on a twelve-month working basis with an increase in salary. Since that time the chief supervisor of each subject for which supervision is provided in the high schools has generally been called the director of a bureau bearing the name of the subject supervised.

The duties of directors of bureaus in Chicago are both administrative and supervisory in nature. Their chief administrative duties are: keeping stock lists up to date; making supplies available and keeping them stocked; directing the preparation of courses of study; recommending additions and alterations to equipment; assisting with the examination of teachers of the special subjects; and aiding with the preparation and administration of the budget. Their chief supervisory duties are: inspection of the work of the teachers of their subjects; in-service training of teachers; and getting new teachers started properly. There has been a tacit agreement that these directors should have permanent tenure. It has been the practice for them to carry over from one administration to the next.

Supervision has been provided for the following subjects and activities in the high schools: art, classes for the blind, commercial work, household arts, music, physical education, Reserve Officers' Training Corps, science, technical work for boys, and Smith-Hughes classes.

Administration of the Individual High-School Unit

The high-school principal is held responsible for the efficient administration of his school. This official has come to have many powers, great responsibility, and unlimited opportunities for service. He is the responsible head of his school as a result of the assumption of broad powers over a period of years by those who have held this high office. John D. Robertson, president of the board, summarized as follows in 1922 the attitude toward the

¹Sixty-first Annual Report of the Board of Education,
p. 19. Chicago, 1914-1915.

principal which is prevalent today in Chicago:

A school is an educational institution, maintained in the interest of the children of the community. It is placed in charge of a principal, who is an expert in school administration with whom the people of the community are accustomed to confer on matters relating to education.

In any undertaking a good policy demands that authority and control be centered in one responsible head. The principal should be recognized as the head of the school, and all recommendations and requisitions should originate with him.

I, therefore, recommend that steps be taken to bring this about and that all practice in conflict therewith be changed to conform with this principle.¹

Some high-school principals have interpreted this statement to mean that there should be no interference with the principal, by the board and superintendent. This would seem to be a distorted interpretation of the statement. It really means that the board expects a principal to be an individual of vision, broad experience, fine training, and good judgment. The superintendent expects him to know the great majority of his duties and to perform them efficiently with little or no direction. The principal is also expected to keep his community well satisfied and to maintain his school at a high level of efficiency. The statement further means that the principal stands in the same relationship to the superintendent as the latter to the board. That is, the principal is held responsible for carrying out the policies of the superintendent, who in turn is responsible for putting into execution policies which have been adopted by the board. Principals and teachers should probably have a voice in the determination of policies, but the superintendent has the right to expect his subordinates to execute his policies after adoption by the board. The assistant superintendents and district superintendents are expected to help interpret to the principals and their aids the policies of the superintendent, and to develop and vitalize the program which he advocates.

Admissions.--When Central High School was opened in 1856 qualifications for admission to it were determined entirely through entrance examinations. Pupils were examined in geography, arithmetic, grammar, history, spelling, handwriting, music, and reading. Typical of the questions asked on these written tests are the following:

¹Proceedings of the Board of Education, p. 572. Chicago, September 27, 1922.

- 1) Describe Bolivia, including its boundaries, capital, cities, rivers, deserts and lakes.
- 2) Add $1/3$ square foot and $1/2$ foot square.
- 3) Name and decline the relative pronouns and their compounds.
- 4) Relate incidents connected with the Massacre of Wyoming.
- 5) Spell: pyrotechnics, jaundice, necromancy, quintessence, propitiate, evanescent, allegory.
- 6) Analyze the following:
 "Then in this same boat beside,
 Sat two comrades old and tired."
- 7) Divide $2/3$ of $3/4$ by $2/7$ of $7/8$ and explain each step in the process.¹

The number of candidates to be admitted to the high school was for many years approximately determined in advance by the board, and the passing average mark fixed accordingly.

It was customary to double the averages for arithmetic and grammar in computing average marks on the examinations. The following resolution was adopted by the board on April 30, 1867: "Resolved, that in calculating the averages of pupils examined for admission to the high school, the averages for geography shall be doubled in the same manner that the averages for arithmetic and grammar now are."²

Superintendent Howland eliminated the high-school entrance examinations for certain pupils in 1880. He instructed elementary-school principals to report the names of pupils whose ability to pursue high-school work would not be questioned. These were admitted without examination. The only protest against this innovation came from a score of ambitious teachers who had looked forward to receiving recognition for the splendid records which they were confident their pupils would have made, if examined. Howland was gratified that considerable time had been saved to both pupils and teachers, and that this time had been devoted to instruction. The elementary principals had recommended only those who made fine records on rigorous final examinations which the schools themselves had devised and administered. Howland urged the principals to base their recommendations in the future on the records of scholarship and deportment throughout the year. He felt that such a procedure

¹Third Annual Report of the Superintendent of Public Schools, pp. 17-19. Chicago, 1856.

²Proceedings of the Board of Education, p. 228. Chicago, 1867.

would prove a steady and wholesome incentive to pupils, diminish the special pressure and cram, and tend to promote a broader and healthier culture.¹ In 1883, when the high-school entrance examinations had been almost completely eliminated, Howland evaluated the new procedure as follows:

With few or none of the evils which many feared, it has resulted in an advance along the whole line, largely freeing teachers from mere text-book recitation, and imparting a new life to their instruction. This is especially true in the higher grades, where the eye is no longer fixed solely on the coming examination, but upon the best modes of interesting the pupils, inducing a proper direction of their thought and a wiser development of their powers.²

Attendance.--Although the percentage of attendance in Central High School during the first year of its existence was ninety-six, Superintendent Dore was not satisfied. He urged the board to take steps to improve this attendance record.³ That body took the action desired by Superintendent Dore when it adopted the following rule:

Any scholar who shall be absent six half days in four consecutive weeks, without an excuse from the parent or guardian, given either in person or by written note, satisfying the teacher that the absences were caused by his own sickness or by sickness in the family, shall forfeit his seat in the school; and the teacher shall forthwith notify the parent and the superintendent that the pupil is suspended. No pupil thus suspended shall be restored to school, till he has given satisfactory assurance of punctuality in the future, and obtained permission from the superintendent to return.⁴

Superintendent Wells was apprehensive lest this suspension rule would lead to the unjustified exclusion of students from the high school for purposes of saving the money of the tax-payers. He cited Henry Barnard as the leader of those who entertained the idea that opportunities which cost the student or his parents nothing can never be fully appreciated.⁵ But when Wells saw how

¹Twenty-seventh Annual Report of the Board of Education, p. 110. Chicago, 1880-1881.

²Thirtieth Annual Report of the Board of Education, pp. 50-51. Chicago, 1883-1884.

³Third Annual Report of the Superintendent of Public Schools, p. 39. Chicago, 1856.

⁴Proceedings of the Board of School Inspectors, p. 235. Chicago, June 27, 1857.

⁵Fourth Annual Report of the Superintendent of Public Schools, p. 42. Chicago, 1858.

liberally the board habitually restored those students who sought restoration, his apprehensions were allayed.

Superintendent Pickard felt in 1870 that teachers and principals were a little too zealous in their attempts to establish excellent records of attendance. He advised them thus:

Neither parent nor teacher should be annoyed beyond what is incident to watchful care for the well-being of the child. There are good excuses for absence and for tardiness, and teachers, as well as parents, sometimes find it convenient to use them.

Our Institute records and our school records sometimes indicate to us that persistent demands for excuses might be annoying, and our right to ask forgiveness may depend somewhat upon our willingness to grant it.¹

The policy with respect to attendance inaugurated by Superintendent Pickard has since prevailed in Chicago. Teachers are expected to inform parents when their children are absent frequently, in order that truancy may be checked before becoming habitual, and the teachers are also expected to exact written excuses for absences. But the teachers are not expected to make themselves obnoxious to conscientious parents.

Enrollments and holding power.--Principal Dupée reported as follows regarding the enrollment in Central High School in 1860: "The present number of pupils in the high school is 286. Of these, 139 are in the classical department, 112 in the English, and 35 in the Normal."²

In 1881 there were 1,236 students in the high schools of Chicago, distributed as follows: North Division, 156; South Division, 256; West Division, 456. There were more than twice as many girls as boys in enrollment: 368 boys and 868 girls.³ Over a period of twenty years there had been a very rapid growth in enrollments, since there were more than four times as many students enrolled in the high schools in 1881 as there had been in 1860.

The enrollment in the high schools increased five-fold from 1881 to 1894. However, these institutions had not yet become sufficiently attractive to hold many of their students through a period of four years. Assistant Superintendent Nightingale reported

¹Seventeenth Annual Report of the Board of Education, pp. 102-103. Chicago, 1870-1871.

²Sixth Annual Report of the Superintendent of Public Schools, p. 47. Chicago, 1860.

³Twenty-seventh Annual Report of the Board of Education, p. 116. Chicago, 1880-1881.

as follows on the grade distribution of the student personnel in 1894: "Of the total enrollment of pupils for this year, 1893-1894 (6,189), 44 per cent were in the 1st year, 28 per cent in the 2d year, 16 per cent in the 3d year, and 12 per cent in the 4th year."¹

The high-school enrollment doubled in the decade from 1894 to 1904, the figures being 6,189 in 1894 and 12,395 in 1904.

Superintendent Young reported as follows in 1915: "Within the last nine years the membership of the high schools of Chicago has more than doubled, increasing from 12,559 in 1906-1907 to 25,322 in 1914-1915."²

From 1914 to 1926 the enrollment in the high schools again more than doubled, increasing from 25,322 to 66,932. There were three and one-half times as many students in the first year as in the fourth, and approximately twice as many enrolled in the second-year classes as in those of the third year, the distribution being as follows: first year, 28,695; second year, 19,829; third year, 10,369; fourth year, 8,030.

From 1926 to 1936 the enrollment almost doubled again, increasing from 66,923 in 1926 to 129,891 in 1936. The holding power of the high school also improved during this decade. In 1936 there were only twice as many in the first year as in the fourth year, and only about one and one-half times as many in the second year as in the third year.³

Home work and the pupil load.--Shortly after the opening of Central High School in 1856 parents began protesting to the board about the excessive amount of home work assigned their children by the teachers in the high school. In response to these protests, that body in 1860 took the following action: "Resolved, that the committee on high schools . . . be . . . instructed to inquire whether the lessons given are not too long and too difficult and to report to this board."⁴

In 1866 the committee on the high school reported thus the

¹Fortieth Annual Report of the Board of Education, p. 111. Chicago, 1893-1894.

²Sixty-first Annual Report of the Board of Education, p. 33. Chicago, 1914-1915.

³Annual Report of the Superintendent of Public Schools, p. 342. Chicago, 1936.

⁴Proceedings of the Board of School Inspectors, p. 365. Chicago, September 29, 1860.

action that they had taken to lighten the burden of the high-school pupils:

More than once the attention of the board has been called to the impression somewhat general in the community, that the pupils of the high school, during the first year of study here, are too severely taxed, being required to learn nearly all their lessons out of school. Your committee, carrying out what they supposed to be the wishes of the board, and acting in connection with the superintendent and principal, have considerably reduced the number of lessons for the first year, so that now the new and younger pupils have two hours in each session for study in school. This arrangement will, of course, greatly lessen the amount of study needful out of school.¹

With so many new subjects pressing for a claim upon the time and energy of the pupil, his program had become surcharged by 1899. There was a tendency on the part of the advocates of every new subject to consider it of such major importance that it should be required of all students. Superintendent Andrews deprecated this tendency in 1899.²

The appeals of President Eliot of Harvard for a standardized load, a standardized period of time for each subject, the elimination of short courses, the Carnegie unit, and so on, had gone far toward reducing the pupil's load in the high school by 1913, but not far enough to satisfy Superintendent Young. She commented as follows on this matter in that year, but she took no steps to put her theory into practice.

The school superintendent who could secure the coöperation of the educational force of the city in cutting the school program in high schools to five subjects a week throughout each semester (half-year) would develop concentration and technique in thinking and doing. Of those five subjects, three would be basic for that part of the school course, the fourth would be in physical education, and the fifth, whatever its name, would be cultural, recreational, occupational. The basic subjects in the elementary school would not be always and forever all of the three R's; manual training for boys and household arts for girls would be basic sometimes, as would music, or art. The selection of the fifth subject should be left to the teacher, with the approval of the principal. This program and its administration would be simple and in addition to strengthening the children, would recognize the teacher as one with the right to initiative. Simple as it is, however, its adoption would be difficult. Special teachers and supervisors, realizing to the full the value of their subjects, and at the

¹Thirteenth Annual Report of the Board of Education, pp. 99-100. Chicago, 1866-1867.

²Forty-sixth Annual Report of the Board of Education, p. 155. Chicago, 1899-1900.

same time fearing interims in which there would not be given regular, definite instruction in their special subjects, would, like true apostles of learning, combat such a program. The musical, the artistic, the broad-minded would see utilitarianism running rampant. The pressure on members of the board of education would be unendurable.¹

Problems connected with graduation.--The graduation exercises of Central High School were referred to as anniversary exercises. It was customary for the board to dismiss all the elementary schools at noon on the day that these exercises were held at the Metropolitan Hall. The pupils of the masters' (principals') divisions were permitted to attend, but all other pupils were excluded. All the teachers dismissed for the afternoon were expected to attend the exercises with their masters.²

The first graduating class received diplomas; but the members had to pay for their diplomas, in accordance with the following resolution passed by the board: "Resolved, that diplomas be prepared for graduates of the high school, and that a committee of two be appointed by the chair to prepare the form, and with power to have a plate engraved not to exceed fifty dollars in price--the pupils to pay for the impressions."³

The early graduation programs consisted of instrumental music,⁴ essays, and orations.⁵

The committee on the high school protested as follows in 1875 that expenses in connection with graduation were so heavy that they were preventing poor but proud students from completing their courses:

It would be wise and well to discourage the display that has ordinarily been made at the commencement exercises of this school [Central High School]. Fashion has come to require the members of the graduating class to provide expensive costumes, flowers, regulation jewelry and other adornment more befitting ballroom belles than pupils of a public school. An expensive dress has made it necessary for the pupils to employ a carriage

¹Fifty-ninth Annual Report of the Board of Education, pp. 113-114. Chicago, 1913.

²Proceedings of the Board of School Inspectors, p. 277. Chicago, June 10, 1858.

³Ibid., p. 307. June 25, 1860.

⁴Ibid., p. 353. July 7, 1860.

⁵Nineteenth Annual Report of the Board of Education, p. 21. Chicago, 1872-1873.

to take them to and from the hall where the commencement exercises are held. All these operate to discourage the worthy poor, for whom the public schools are designed.¹

Although the foregoing protest resulted in an attempt for a time to decrease the expenses of graduation from high school, little serious attention was given the problem until 1926. In that year Superintendent McAndrew resumed the war on excessive graduation expenses. As a result of his drive, most of the high schools adopted the following measures designed to reduce expenses for their graduates: use of the cap and gown, elimination of outside talent, and the restriction of each high school to its own auditorium for graduation exercises.²

Tuition.--A tuition case did not arise in connection with the administration of the high schools before 1885. In that year a resident of the town of Jefferson wanted to send his daughter to high school in Chicago without paying any tuition, claiming his right to do this because he owned property in the city and paid taxes on it. His request was denied by the board.³

The Illinois law, as amended by an Act approved July 5, 1935, provides as follows for high-school pupils living in non-high-school districts in the state:

In each county of the State, all the territory of the county not included in a township high-school district, or a community high-school district, or a district maintaining a recognized four-year high school, shall be organized into a non-high-school district for the purpose of levying a tax to pay the tuition of all eight-grade graduates residing in such non-high-school district, including pupils attending a recognized two- or three-year high school conducted by a local school district.⁴

There are many pupils living not far beyond the city limits who attend the Chicago high schools and have their tuition paid by the non-high-school board of Cook County, in accordance with the provisions of the law just quoted. In 1937 the acceptance of students from non-high-school districts was made discretionary on the

¹Twenty-first Annual Report of the Board of Education, p. 147. Chicago, 1875-1876.

²Annual Report of the Superintendent of Public Schools, p. 68. Chicago, 1926.

³Ibid., p. 21. 1885-1886.

⁴The School Law of Illinois, Circular No. 284, p. 45. Office of the Superintendent of Public Instruction, Illinois.

part of the districts which such students may wish to attend, whereas acceptance of them had been mandatory previously.¹

Chicago lures many a youth from small towns and farms in various parts of this state, from other states, from the insular possessions, and even from foreign countries. The right of these young people to free education at the expense of the city has often been called into question. The board ruled in 1902 that pupils coming to Chicago to live with relatives or friends for the purpose of attending the city high schools would not be admitted without tuition charges.² They further ruled that only such youth as were entirely self-supporting might attend the public schools of the city without paying tuition. They provided that the secretary of the board should receive all applications, pass upon them in the light of the policies of the board, and grant permits only to those who were entitled to receive permits. All other outsiders were required to pay tuition.

In 1916 a refusal of the secretary of the board to permit a pupil to attend high school without tuition was over-ruled by the Supreme Court of Illinois. The attorney of the board commented thus on the decision of that body:

The Supreme Court at its last meeting decided that anyone who was a bona-fide resident of this city, irrespective of where his or her parents or guardian resides, was entitled to free tuition in this city.

The opinion distinguished such residence from one which existed solely for the purpose of attending the public schools.³

The rule of the board in connection with non-resident pupils was amended in 1925, in accordance with the recommendations of its attorney. Since that time all applicants have been required to fill out a questionnaire, stating the purpose for which they are living in Chicago. In 1929 the secretary complained that Filipinos were coming to Chicago in large numbers to complete their education and he requested a solution to the following problem:

All questionnaires are filled out exactly alike in every detail; this being due to the fact that they consult others who have been exempted from this office. However, upon questioning them we find that in a large majority they are here

¹Proceedings of the Board of Education, pp. 145-146. Chicago, September 8, 1937.

²Ibid., p. 212. 1902-1903.

³Ibid., p. 669. December 6, 1916.

for the purpose of completing their education and then expect to return to their homes in the Philippines.

Attorney Todd ruled as follows on this question: "The board of education is under no legal obligation whatsoever to furnish free education to the Filipinos in question."¹

Fraternities.--Superintendent Cooley reported to the board in 1903 that principals and teachers were protesting against the fraternities and sororities to which many of their pupils belonged. They considered these organizations undemocratic, as well as inimical to good scholarship and good morale. Furthermore, they felt that special cliques were ruinous to school spirit and unity. Superintendent Cooley was instructed by the board to investigate this whole matter and report back appropriate recommendations for the solution of the problem.² As a result the board adopted a rule prohibiting secret societies. In 1905 some pupils in one of the high schools secured an injunction restraining the board from enforcing its rule. Its attorney was instructed to take the necessary steps to have the injunction dissolved,³ but difficulty was encountered.

The following resolution reveals the origin of the social room now common in the high schools of Chicago. In the Lindbloom High School there are two such rooms, called social laboratories; one for the boys, and one for the girls. When properly used such rooms are of great worth.

Whereas, the school board recognizes the value of social life amongst the pupils of the high school, but realizes that the so-called secret societies known as or of the nature of fraternities or sororities are not proper agencies to meet this legitimate need; therefore, be it

Resolved, that so far as possible a room shall be set aside in every high school for the social uses of the pupils, and that every opportunity be granted them for an organized social life, which shall be open to membership to every pupil in the school.⁴

Before suspending a pupil it was necessary for the principal of the high school to establish the fact that the pupil belonged to a secret society, and in order to establish this fact it

¹Ibid., October 16, 1929.

²Ibid., pp. 704-705. 1903-1904.

³Ibid., pp. 217-218. 1905-1906.

⁴Fifty-fourth Annual Report of the Board of Education, pp. 230-231. Chicago, 1908.

was necessary that the principal have a definition of such an organization. This was supplied by the attorney on June 14, 1911.¹

All high-school pupils were required, in 1911, to sign the following declaration:

I hereby declare that I am not a member of any fraternity, sorority or other secret society, the activities of which work back and have an effect upon the discipline and scholarship of the schools. And I further state that I am not pledged to any such society, and I promise that so long as I shall be a member of the public schools of Chicago, I will not join any such secret society in this school or elsewhere.²

As a result of a special investigation of this matter in 1914, Superintendent Young discovered twenty-one pupils connected with secret societies. She placed these pupils into three categories: those who resigned immediately, those who did not resign, and those who said they were not permitted to resign since they had joined for life. All were given from November 25 to December 2 to sever their connections with secret societies under penalty of expulsion for failure to comply with the requirement. All the pupils concerned complied with the order.

Corporal punishment.--Corporal punishment was meted out with considerable regularity in the early days of the Chicago schools, and Central High School had a few cases of it. The public was in favor of corporal punishment at the time. Although by 1865 there was already a movement on foot for its abolition, an attempt to do away with it officially failed. The vote for the following motion was: yeas, 3, nays, 6. "Mr. Brentano moved that the infliction of corporal punishment be abolished."³

In 1868 a pupil was badly injured as a result of the infliction of corporal punishment upon him. Consequently, a board member moved to abolish corporal punishment for girls, but the board voted against his motion on April 1, 1868.⁴ However, by June 30 of the same year a strong sentiment had developed in the city against this method of disciplining pupils, and the board adopted the following resolution:

¹Proceedings of the Board of Education, p. 1002. Chicago, June 14, 1911.

²Ibid., p. 1065. June 28, 1911.

³Ibid., p. 52. August 29, 1865.

⁴Ibid., p. 406. April 28, 1868.

Resolved, that the use of corporal punishment be discontinued for one year from September 1, 1868, and be it further

Resolved, that in all cases, where, by our present rules its use is not permitted, the offending pupil shall be suspended, and shall not be restored during the term in which such suspension shall occur, unless by a majority vote of all the members of the board.¹

Willy Atkins, an elementary pupil, was rudely shaken by his teacher in 1869 and was fatally injured as a result of his head's having been bumped against the steam pipes commonly used for heating class rooms in those days. Much publicity was given to this incident by the newspapers, and the people of the city lined up rather solidly behind the complete and permanent abolition of corporal punishment.²

Superintendent Pickard enforced the rule of the board strictly in 1874. Because of the great amount of personal attention which he gave to the matter corporal punishment was practically banished from the schools of Chicago, and more enlightened and professional methods substituted for it. His fight, however, was not an easy one, as is attested by the following passage from his report of 1874:

Some educational journals have rather sneered at our attempt to do what their wisdom declared impossible. The superintendent of New York City urges a return to the rod, and his appeal is seconded by a large number of the principals of that city, who find its abolition a source of much mischief.³

Many forceful arguments were advanced by Superintendent Pickard for his stand upon this issue. They were so well put that the teaching force eventually lined up solidly behind him on the question. Typical of his arguments is the following:

Not many years since, in the healing of physical malady, the lance and the bolus were most prominent. A more enlightened sentiment discards depletion, and a knowledge of materia medica, together with a study of constitutional habits, is sparing and lengthening human life. The relation subsisting between mental, moral and physical moods is becoming better understood. There are many cases of school discipline, I have no doubt, which a good physician can better manage than a teacher.⁴

¹Ibid., p. 442. June 30, 1868.

²Ibid., p. 118. December 14, 1869.

³Twentieth Annual Report of the Board of Education, p. 43. Chicago, 1874.

⁴Ibid., p. 46.

Suspensions.--On March 30, 1861, Superintendent Wells reported to the board the suspension of John Smale, of Central High School, for misconduct.¹

The board referred to the committee on the high school, in 1872, a complaint from the parents of Sophie Hofman concerning the suspension of their daughter from Central High School. This committee, in turn, recommended that the terms of the girl's restoration to a seat in the school be left to the principal and the superintendent.²

Since 1872 it has been customary for the superintendent to act practically as the final reviewing officer on all cases of suspension by principals. He expects, however, that the district superintendents and assistant superintendents will protect him from handling such details by adjusting these matters in the communities where they arise.

Since 1875 the board has been printing regular blanks for use as suspension notices. Three copies are made of the notice: one for the school, one for the parents, and one for the district superintendent.³

Suspensions are very rare in the high schools of Chicago. The principals have come to feel that it is the duty of the high school to keep the children in attendance, to adjust the school to the pupils so that maladjustments which lead to suspension will be obviated. Many means to prevent suspensions are being used. The compulsory education department presented originally the philosophy which has prevailed for many years. Mr. Bodine, the director of the department, stated in 1901 his position on suspension in the following terms: "Suspensions for bad conduct at school encourage truancy, because many boys deliberately violate rules and good order in the classroom in order to be suspended and have an excuse for running the streets."⁴

Classification and examination of pupils.--The early principals of Central High School were not entirely free to promote or demote pupils or change them from one course to another as they

¹Proceedings of the Board of School Inspectors, p. 378. March 30, 1861.

²Ibid., p. 188. October 15, 1872.

³Ibid., p. 356. December 19, 1895.

⁴Forty-seventh Annual Report of the Board of Education, p. 48. Chicago, 1900-1901.

saw fit. The committee on the high school, and the superintendent, reserved the right to counsel with the principal on every case. The following resolution was adopted by the board on October 1, 1861: "Resolved, that pupils in the high school shall not be removed from the class to which they belong in the regular course, without the approval and direction of the superintendent and the chairman of the high-school committee upon an examination of each case reported by the principal."¹

Provision was made by the board in 1866 for annual public examinations, the purpose of which was to demonstrate to Chicago's leading citizens the efficiency of Central High School. Pupils were trained to answer questions orally with precision and rapidity, and the tenure and reputation of the teachers depended upon how well their products performed.² Something of the method employed may be derived from the following commentary by one of the visiting committees:

Another peculiarity which we noticed in all the recitations but one, and which has been common in all examinations of the high school for many years past, is this:

At the beginning of the examination all the pupils, say forty, draw the papers, numbered from one to forty, upon which are written their subjects. Number one must recite in two or three minutes, while number forty has nearly an hour and a half to think of his subject, and with or without pencil and paper, he can try many expedients. This is evidently unjust, as the examination marks are put upon record. All pupils should have about the same time to think.³

The commentator went on to outline a method of drawing subjects designed to eliminate the injustice which he was criticizing. Enough detail has been given in connection with the annual examinations to show that they were public in character, that a pupil was given a chance at but one test item, and that he had less than two minutes to react to it. By 1874 a reaction had set in against the evils which resulted from the type of test that was being used. Superintendent Pickard reported thus on some of the examinations in 1875:

There is a disposition on the part of some teachers to make

¹Proceedings of the Board of School Inspectors, p. 409. October 1, 1861.

²Thirteenth Annual Report of the Board of School Inspectors, p. 112. Chicago, 1866-1867.

³Ibid.

too many "trial examinations," as they are called. Such "trials" prove such to both teacher and pupils. . . . Time must be given to fill the well before much can be drawn from it. The un wisdom of the boy who dug up his bean to see whether or not it had sprouted, is no greater than that of the teacher who is spending more time in testing than in instructing.¹

The snap question and the public exhibition were eliminated as a result of this protest by Superintendent Pickard. Instead of a public examination near the close of the school year a comprehensive written examination for graduation and promotion was ordered. This type of examination gave the pupil an opportunity to react to a great variety of test items, and an extended period of quiet and concentration in which he might collect and organize his thoughts. But the following passage will show that there was still much progress to be made in the field of examinations and in the development of policies with respect to promotions and failures:

The committee recommended, and the board approved of fixing seventy per cent as the standard for graduation, and for promotion from class to class. All the members of the senior class attained this standard and were awarded diplomas. The results of the examination of the other classes were as follows:

	Examined	Promoted	Failures
First Middle	87	61	26
Second Middle	123	113	10
Junior	335	212	123

By a vote of the board, all pupils who fell below seventy per cent were permitted to remain in the same class or to enter the corresponding classes in the division high schools.²

The figures just quoted reveal that the failure rate for freshmen, referred to here as juniors, was almost 37 per cent; for sophomores, about 8 per cent; for juniors, about 30 per cent; and for seniors, none. The high percentage of failure in certain classes led to further protests against examinations. Superintendent Howland, responding to the cries for relief, made a plea for a different kind of test and a different method of teaching in 1883. He thought of the examination as a teaching device, to be used by the teacher for determining the causes of a pupil's difficulties and the nature of the remedial treatment needed. From his administration on, the examination for purposes of admission to the high

¹Twenty-first Annual Report of the Board of Education, p. 64. Chicago, 1874-1875.

²Ibid., p. 147.

school, promotion from class to class, and graduation, have assumed a lesser and lesser degree of importance. Superintendent McAndrew attempted to revive the use of examinations for the purpose of measuring the efficiency of teachers and the efficiency of various school units of the system, but his attempts in this direction were not generally looked upon with favor by school people.

Records and reports.--The reports made by the principal of Central High School appeared in the early reports of the boards of school inspectors of Chicago. It is unfortunate that the reports were not more detailed, and that the practice of conserving them was not continued down to modern times. Such records would have been exceedingly valuable to educators of today for tracing the development of high-school policies and practices in Chicago. Fortunately many of the very early personnel records kept by the Chicago schools are still extant. All the original records kept by the principals of Central High School and the West Division High School are today on file in the fire-proof vault of the McKinley High School. Several of the other high schools still have on hand their early records: Englewood, Lake View, Tuley, and Waller, for example. The forms of records conserved by the high schools have changed many times. The original register kept by the principal of Central High School was described as follows by Superintendent Wells in 1856:

All the schools have recently been furnished with a new set of registers, in which an account is kept for each pupil, sufficiently full to enable the teacher at the close of the month to ascertain his rank of punctuality, of deportment, and of scholarship, and the general average of all these results. This last column shows also the relative standing of each pupil in his class. It is hoped and believed that these registers will be so employed as to aid materially in raising the standard¹ of discipline and scholarship in all the public schools.

Records were kept in registers for many years although the form was changed from time to time. In the early part of the twentieth century the loose-leaf type of register was introduced. This type of final record was the official form used until 1937. In that year Superintendent Johnson, with the aid of a committee of assistant principals of the high schools, worked out a final record card and a course book which each high school is now required to

¹Third Annual Report of the Superintendent of Public Schools, p. 49. 1856.

use for each pupil.¹ This form of record makes it possible for the school to send a photostatic copy of a pupil's record to the receiving school or college when he leaves one institution to enter another. The card is easier to file than the register, stands up better under the ravages of time, and is much easier to consult.

No official records were kept in the high schools prior to 1937 of matters other than scholarship, attendance, deportment and rank in class. Since that date principals have been keeping cumulative records of test results, health, and various other matters that form the basis for guidance of the individual pupil.²

Summary

In the field of administration and supervision school officials have been forced to make decisions and to take action from time to time in connection with the following important matters: the size of the high school unit, class sizes and teacher-pupil ratios, the need for time to compile necessary records, conservation of time for instructional purposes, the length of the term, the length of the class session, the length of the lunch period, and the length of the day.

The first high school in Chicago was built to accommodate approximately 400 students. No high school with a capacity of more than 1,000 was built during the period from 1856 to 1900, and the capacity of high-school buildings erected between the years 1900 and 1912 was only slightly over 1,000. Since 1912 the capacities of new buildings have ranged from 1,800 to 6,000, and the capacities of the older buildings have been decidedly raised through the construction of additions. In general the capacities of new or rehabilitated buildings have ranged in recent years from 2,200 to 3,500.

Class sizes in the high school have always been small in comparison with those of the elementary school, and the teacher-pupil ratio in the high school has been smaller than that of the elementary school.

Time has been saved for instructional purposes by the elimination of examinations for admission, the elimination of exten-

¹Annual Report of the Superintendent of Public Schools, pp. 109-112. Chicago, 1936.

²Ibid., pp. 145-151. 1936.

sive final examinations, and the careful programming of students in advance of the opening of a new semester. On the other hand, students have been dismissed at least one day each semester since 1912 in order that teachers might have an opportunity to prepare their records.

From 1856 to 1900 only one class of students per year was admitted to the high school, but since 1900 the schools of Chicago have operated on a two-semester plan. Most of the recent superintendents have advocated the four-quarter plan, but they have failed to secure its adoption.

The lunch period in the high school has ranged from twenty minutes to ninety minutes, but since 1901 it has been thirty minutes in length. From 1856 to 1913 the high-school day, exclusive of the lunch period, was five clock hours in length. The day was divided into five periods, each one hour in length, from 1856 to 1901. In the latter year the class periods were shortened to fifty minutes in order that the five-hour day might be divided into six instead of five periods. The day was lengthened to six clock hours in 1913 and divided into eight class periods of forty-five minutes each. Time for passing from class to class has not been considered in any of these calculations. Hence the length of the passing period must be subtracted from the length of the periods in order to arrive at their real length.

The first high-school principal dealt directly with the board, and the superintendent had little to do with the administration or supervision of the high schools until 1890. In that year the board authorized the appointment of an assistant superintendent in charge of high schools who was to work under the direction of the superintendent. This officer continued to attend to the administration and supervision of the high schools until 1901, in which year his office was abolished. From 1901 to 1924 the whole staff of assistant and district superintendents aided the superintendent in the administration and supervision of the high schools, but in 1924 the office of assistant superintendent in charge of high schools was restored. The incumbent was promptly given two district superintendents to assist him: one to aid him with the administration of the senior high schools, and the other to aid him with the administration of the newly established junior high schools. The position of the latter official was eliminated when the junior high schools were abolished in 1933. Since 1936

the number of district superintendents in charge of senior high schools has been increased from one to four. The district of each of these officials now includes approximately ten high schools. The superintendents in charge of high schools are assisted by an extensive corps of subject supervisors and directors of bureaus.

The high-school principal has always been the responsible head of his school. Many powers, much responsibility, and unlimited opportunities for service to his community have accrued to this official. Most of his problems he has solved independently, consequently few written records of his difficulties remain. The principal of Central High School made annual reports to the board, and they were published. But this practice was early discontinued. Hence records remain of only the matters that were submitted to the board for decisions and action. The board has been called upon to determine policies and to act principally in connection with: admissions, attendance, home work, the pupil load, punishment of students, suspensions, classification of pupils, examinations, records, and reports.

CHAPTER V

THE PROBLEMS OF THE HIGH-SCHOOL STAFF

Over a period of eighty-three years, from 1856 to the present, a great many problems, policies, and practices have developed with respect to the rights, obligations and general administration of the staff in the individual high-school units of the system. Both the teaching and non-teaching members of the staff have presented problems to the board and administrative officers. A brief summary of the development of all these matters is attempted in this chapter.

General Policies with Respect to the Teaching Staff

There are many matters of general policy that have been considered in connection with the high-school teaching staff, matters which transcend the in-service staff, such as: the teacher-pupil ratio and class size; the most desirable type of high-school teacher; the inducements necessary to attract the ideal type; assuring the appointment of only the proper type; and the maintenance of teaching service records.

Teacher-pupil ratio and class size.---Principal Howland reported as follows in 1861 on the teacher-pupil ratio in Central High School:

Permit me again to ask the attention of the board to the danger of increasing the numbers of pupils in the high school in proportion to the number of teachers employed. The rooms are now designed for forty pupils each, and it is impossible to preserve the present high standard of thoroughness and efficiency with a larger number.¹

In 1874 the teacher-pupil ratio in Central High School was one to thirty-three. Howland's plea was heeded, apparently.

A. F. Nightingale, an assistant superintendent in charge of high schools, commented as follows on the class-size issue in

¹Fifty-third Annual Report of the Board of Education, p. 138. Chicago, 1906-1907.

1894:

No class should contain over forty pupils, and yet in many of the schools we have been obliged to organize classes in algebra, geometry, Latin, biology, and English, each containing from fifty to sixty pupils. Good work cannot be done under such conditions, and pupils must suffer in consequence.¹

Nightingale discussed the problem on various occasions. He maintained that the teacher-pupil ratio should be one to thirty-five and that thirty-five was the maximum number of pupils to be placed in any class. He felt that individual attention was impossible in a class with a greater membership than thirty-five and that failures were due chiefly to excessive class memberships. According to his view the first-year classes should enroll only from twenty-five to thirty-five each, whereas the third-and fourth-year classes could well enroll from forty to fifty each.

Superintendent Cooley in 1905 reported that it had been his policy to assign teachers on the basis of one teacher for every twenty-eight pupils in the smaller high schools and one teacher for every thirty-five pupils in the larger.² In 1906 the high schools were divided into five groups and the teacher-pupil ratio for each group fixed as follows: 300 or less, 1:25; 300-500, 1:28; 500-700, 1:30; 700-1,000, 1:33; over 1,200, 1:35.³ Schools were to be classified only once annually, on the last day of September of each school year.

The teacher-pupil ratio in the various high schools of the city ranged between the figures just given until 1936. In that year the median high school had a teacher-pupil ratio of approximately 1:32. The board reduced that ratio in 1937 to slightly below 1:30, the maximum ratio acceptable to the North Central Association, by employing additional teachers.⁴ By similar action the board has maintained this ratio up to the present.

Difficulty of securing certain types of high-school teach-

¹Proceedings of the Board of Education, p. 41. Chicago, July 22, 1936.

²Thirty-second Annual Report of the Board of Education, p. 124. Chicago, 1885-1886.

³Fifty-third Annual Report of the Board of Education, p. 138, Chicago, 1906-1907.

⁴Proceedings of the Board of Education, p. 41. Chicago, July 22, 1936.

ers.--In the early days of the high school it was customary for the board to employ natives of Germany and France to teach German and French. But in 1885 Superintendent Howland expressed mixed satisfaction and dissatisfaction with such teachers thus:

These are very valuable teachers, having a thorough and competent knowledge of the language and the methods of instruction. They labor, however, under the disadvantage of having an imperfect knowledge of English, and of being, to a greater or less extent, unfamiliar with the methods of discipline prevailing in our schools.¹

He favored balancing the types of teachers of German on each high-school staff by employing one foreign-born and one American-born teacher of German.²

When the English High and Manual Training School was established a special committee of the board was appointed to attend to the details of equipping the school, securing a satisfactory staff of teachers, and so on. They found it difficult to find men equipped with both technical skill and adequate education of the academic sort, but after scouring the country they succeeded in bringing together a dozen men well qualified.³

Similarly it was difficult when commercial studies were first introduced into the high schools to secure suitable teachers for this branch of work. Superintendent Cooley reported on this problem as follows in 1901: "A problem connected with the introduction of commercial studies which will have to be solved in the near future is that of supplying competent teachers, who shall combine ability in their special subjects with the breadth of culture which we demand of our high-school teachers."⁴

The merit policy.--By 1895 a movement of considerable proportions was launched in the city with a view to fixing the responsibility for appointments, on the basis of merit, with the professional administrative officer of the board, the superintendent of schools.⁵ Many of the board members welcomed this movement as they

¹Thirty-second Annual Report of the Board of Education, p. 124. Chicago, 1885-1886.

²Ibid.

³Thirty-seventh Annual Report of the Board of Education, p. 127. Chicago, 1890-1891.

⁴Forty-seventh Annual Report of the Board of Education, p. 91. Chicago, 1900-1901.

⁵Forty-first Annual Report of the Board of Education, p. 22. Chicago, 1894-1895.

resented the charges of favoritism that recurred with regularity. The president expressed his views on this issue in the following terms in 1896:

I reiterate my solemn conviction, that if you would have better equipped and more thoroughly trained teachers, and of course better schools, you must commit the selection of teachers, and their general direction, to the superintendent and his assistants, and hold them responsible for but one thing--good schools. To appoint an expert executive officer and then to withhold from him the free untrammelled administration of his official function is wholly absurd and insensate.¹

The board assured Superintendent Cooley in 1901 when they brought him to Chicago from La Grange, Illinois, that no one of its members would interfere with his strict adherence to the merit system of appointments to teaching positions. In commenting upon Cooley's enforcement of the merit rule, the president said in 1902:

His policy has been one of strict adherence to the survival of merit above "pull," and it has had an appreciable effect for the better upon the entire school system. It was inevitable that many of his plans, which met the approval of the board and the public, should incur the displeasure of those personally affected.²

The president of the board again reported in 1903 that the members were well pleased with their mutual agreement on this issue: "The members of the board are generally glad to be relieved of the thankless task of trying to find places for friends on the school force."³ This board adopted a rule generally known as the Dawes rule which provided that any letters written to its members in behalf of a candidate would be referred to the superintendent with permission to publish them in the board records or in the daily papers. It was felt that such a policy would deter all job seekers and teachers seeking promotions through importuning members of the board with their requests for special consideration.⁴

Definite rules were established with respect to the following matters: the listing of certificated candidates for appointments

¹Forty-second Annual Report of the Board of Education, pp. 33-34. Chicago, 1895-1896.

²Forty-eighth Annual Report of the Board of Education, p. 13. Chicago, 1901-1902.

³Forty-ninth Annual Report of the Board of Education, p. 19. Chicago, 1902-1903.

⁴Ibid., p. 18.

to teaching positions, and the adherence to the order of listing in the process of assignment; keeping the lists open to the inspection of interested persons; regular reports by the principals on the efficiency of those teachers serving their probationary periods; provision for a trial in a different school in case a probationary teacher proved unsatisfactory in his first assignment, but unconditional dismissal in case he proved unsatisfactory in his second assignment; and permanent tenure after a period of three years of satisfactory service.¹

In 1924 the board, at the request of Superintendent Mc Andrew, reenacted the Dawes rule in the following form:

Whenever the superintendent of schools, the business manager, the attorney or any other persons supervised by the board of education shall recommend the appointment, promotion or transfer of any employee, he shall file with the board his reasons for such recommendations, and all communications pertaining to the same received by him or any person who is under his supervision. He shall also furnish in writing to said board the names of all persons who have in any wise interested themselves in said recommendation by oral communication to the person making such recommendation or anyone supervised by the persons making such recommendation.²

Examining, certificating, and certain other functions.--In 1854 a standing committee of the board of school inspectors was appointed to examine all candidates for teaching positions.³ In 1857 George Howland, a man destined to become superintendent of the city's schools in 1880, was found qualified by this committee to teach in Central High School. The record reads as follows: "Mr. George Howland was examined and found qualified to teach. Present: Moseley, Haven, Foster, Carpenter, Hoard, Dore, Brooks, Brewster, Ward, Bass and the Secretary of the Board."⁴

Prior to 1868 anyone who felt himself qualified to teach in the high school could appear before the committee, but on August 14, 1868, the following change in the procedure was made:

Upon August 14th an examination of male teachers was held,

¹Forty-seventh Annual Report of the Board of Education, pp. 71-72. Chicago, 1900-1901.

²Proceedings of the Board of Education, p. 810. Chicago, February 18, 1925.

³Proceedings of the Board of School Inspectors, p. 164. Chicago, 1854.

⁴Ibid., p. 251. 1868.

to which all applicants were invited who chose to come. After this examination the committee thought it best to change its course of action, and from that time forth applicants for positions as assistants in our high schools, have been requested to send to the committee such testimonials of their ability and success as they may be able to procure, and to await a reply before coming to the city for examination.¹

By 1872 the responsibility for examining candidates for high-school positions had been turned over to the committee on the high school.² It had been customary before 1890 for the committees to hold examinations of a rather informal type at any time that there were vacant positions or enough applicants to justify an examination. But in 1890 the board adopted the policy of holding but one examination per year, as a measure of self-protection. The record reads thus: "With so many applicants for positions and the claims of each so urgently pressed upon the attention of members of the board of education and superintendents, one regular examination became almost a necessity, as a means of self-protection."³

This yearly examination was held on the first Tuesday after the close of the schools in June. In 1892 sixty-seven applicants were examined, of whom twenty-four were successful. Determination of the qualifications of the applicants, preparation of the examinations, marking of the papers, awarding certificates, and so on, had become rather arduous duties. Most of these jobs had been delegated by the examining committee of the board to the superintendent. He, in turn, had delegated them to his assistant and district superintendents, principals, and teachers, who did these chores in spare time as a service to the system.

In 1900 an official board of examiners, consisting of twelve members, was established in connection with the office of the superintendent. They were paid officials and worked during regular office hours. This board proceeded to systemize the work of examining and certificating teachers. To free themselves of all charges of favoritism they sent all examination papers to the markers stamped with a number which the candidates themselves did not know. After the papers had been marked they were identified

¹Fourteenth Annual Report of the Board of Education, pp. 32-33. Chicago, 1868.

²Eighteenth Annual Report of the Board of Education, p. 59. Chicago, 1871-1872.

³Thirty-seventh Annual Report of the Board of Education, p. 34. Chicago, 1890-1891.

in the superintendent's office, where the marks were tabulated and averaged.¹ Those who failed the examination were given an opportunity to see their papers and point out to the board of examiners any errors made in marking them, thus:

A day having been set, each candidate who had failed in any examination was notified that upon that date a revision of papers would occur. A large number applied, and appeared upon the revision days accompanied by their friends and all persons interested. The papers of the applicants were carefully and publicly revised by the examiners. In a vast majority of cases the revision resulted in no change of the markings; a few marks were lowered, and a considerably smaller number raised. In all, six persons passed the examinations as a result of the revision.²

The methods of giving the examinations, marking the papers and providing for revision today remain approximately as they were established by this original board of examiners.

It has been the function of this board to establish rules of procedure and standards for examining, certificating, promoting, granting leaves to, and retiring teachers and principals. It has had to adhere strictly to its own general rules in order to avoid charges of political favoritism and endless trouble. Said Superintendent McAndrew in 1924: "It is well known that nothing has tended more to cast doubt upon the honesty and fairness of the administration of American school supervisors than the remission of general rules to the advantage of favored applicants."³

The Otis law, enacted in 1917, provided that the board of examiners shall consist of two members appointed for a term of two years by the superintendent of public schools, in addition to this latter official himself, ex officio. Pressure was apparently brought upon Superintendent McAndrew in 1925 to prevent his reappointing an examiner whose term had expired. McAndrew summed up the legal provisions for the examiners in Chicago in his protest against this pressure, and appealed without success for permanent tenure for them.⁴

¹Forty-seventh Annual Report of the Board of Education, p. 76. Chicago, 1900-1901.

²Ibid., p. 77.

³Proceedings of the Board of Education, p. 238. Chicago, 1924.

⁴Annual Report of the Superintendent of Schools, p. 74. Chicago, 1925.

Under Superintendent McAndrew increased emphasis was laid upon the oral examination for teachers and the evaluation of their records. Greater emphasis was also placed upon practical tests. The oral examinations developed were of several types: the personality oral; the conversational oral in a foreign language; and practical tests in physical education, band leadership, laboratory work, and child study.¹ There has been a tendency to place increasing importance on the oral examination since the régime of Superintendent McAndrew.

On July 28, 1931, the Chicago school system was practically closed to teachers residing outside the city. The board ordered that the superintendent and the examiners should give preference, when vacancies occurred in the high schools, to teachers already in the service of the board and to persons residing in Chicago.² An outside teacher might be assigned only in case no local qualified teacher was available.

Certificates.--In 1866 a distinction was made between the full certificate and the partial certificate. The latter was accorded the teacher when he had been passed by the examining committee of the board. The full certificate was awarded only after the teacher had demonstrated his ability to satisfy his principal, the superintendent, and the committee of the board charged with handling the affairs of Central High School.³

It had been possible before 1900 for certain candidates to get teachers' certificates without the regularly required qualifications. This irregularity was made impossible after 1901, thus: "The rule by which the board of education granted principals' or teachers' certificates to 'candidates of scholarly habits, long experience and progressive spirit' on recommendation of the superintendent of schools and four of the district superintendents, has been abolished."⁴

In 1901 the board granted tenure to teachers in that a permanent certificate was issued to all those who had taught satis-

¹Ibid., pp. 86-87. 1926.

²Proceedings of the Board of Education, p. 154. Chicago, 1931.

³Proceedings of the Board of School Inspectors, p. 210. Chicago, 1866.

⁴Ibid., p. 78.

factorily for a period of three years. Prior to this time it had been customary to elect teachers for a period of one year only. It generally happened that all were reëlected each year in a routine manner, but it was always possible for the board to single out those who had proved inefficient, or incurred disfavor, and refuse to reëlect them. After 1901 a temporary certificate was awarded by the examiners' office to all new teachers, renewable each year if service was satisfactory until a period of three years had elapsed. The new teacher was then given a permanent certificate, which was a necessary protection until the Otis Act was passed in 1917. This law gave legal tenure to Chicago teachers after a period of three years of service. The examiner today contends that the permanent certificate is unnecessary, but teachers continue nevertheless to demand it after having served their probationary period of three years.

Beginning in 1902 the board of examiners assumed the additional responsibility of certifying teachers as eligible for promotion on the salary schedule. Promotion could be secured through the accumulation of a certain number of promotional credits from teacher-training institutions, or through promotional examinations. Consequently the board of examiners had to inspect and accredit teacher-training institutions, keep a record of the promotional credits earned by each teacher, administer promotional examinations, and certify eligible teachers to the secretary of the board.

When the board first attempted to employ teachers of such special subjects as manual training, household arts, physical education, commercial subjects, and so forth, it was often impossible to obtain instructors with the amount of college training which had been required traditionally for academic teachers. Consequently "special certificates," as contrasted with general certificates, were issued to the teachers accepted as qualified to teach these subjects but deficient in academic training. In 1909 the term "limited certificate" was substituted for "special certificate."¹

Service records.--Prior to 1901 no personnel records worthy of the name were kept for the teaching force. In order to secure data concerning any teacher it was necessary to trace the name from school to school in the pay rolls. This process required a great deal of time, especially for teachers with many years of service,

¹Proceedings of the Board of Education, p. 714. Chicago, 1909-1910.

for those who had transferred a number of times, and for those who had changed their names. In 1901 Superintendent Cooley secured a small appropriation for the establishment of a record office with a view to making service data concerning any employee of the educational department readily available.¹ The system of personnel records set up involved a card and ledger file which made it possible to obtain the whole history of a teacher's service and the status of his certificate at any time with very little effort. Superintendent McAndrew commented as follows in 1925 on the history of the record office:

There is a constantly increasing volume of records and statistics, inevitable in the employment of the thousands of teachers engaged in the schools. The organizing and care for such records has been the growth of more than twenty years. At various times the responsibility for this work has been in charge of assistant superintendents, but as the volume of work accumulated and the close relation of this office to that of the board of examiners developed, by order of the superintendent of schools in 1918, the record office was placed under the care and direction of the board of examiners. The educational records for the past quarter of a century are stored in this room and so constant are the demands for information and so great is the volume of material which accumulates daily that a force of three clerks is kept very busy in recording, filing and furnishing the various kinds of information.²

The board would find it almost impossible today to get along without these records. In 1926 Examiner Campbell summarized briefly as follows the function of the record office under his direction:

The regular work of the record room consists in tabulating and keeping all efficiency records; in reporting to the board of education all resignations, marriages, completion of three years successful teaching, and to the secretary all leaves of absence; in posting from the board proceedings all items concerning every member of the educational force; in filing all letters and records of permanent value; and in furnishing information to the superintendent, attorney, former teachers, etc.³

The board adopted an emeritus rule on November 25, 1925, which provided for compulsory retirement of teachers from active duty at the age of seventy. This rule made it necessary for Super-

¹Forty-seventh Annual Report of the Board of Education, p. 79. Chicago, 1900-1901.

²Annual Report of the Superintendent of Public Schools, p. 97. Chicago, 1925.

³Ibid., p. 86. 1926.

intendent McAndrew to know the exact ages of all teachers. Examiner Campbell commented thus on the work which this new rule caused for his record office:

During the past year, the record room has collected, tabulated, and filed birth and service records from all members of the educational force. This has been a very heavy task and has resulted in checking up and verifying each individual card, especially as concerns the record of age.¹

In-Service Problems, Policies, and Practices

Many problems have arisen over a period of eighty-three years with respect to the activities and status of the high-school teachers actually in the service of the board. Among the more important matters in this area that have been considered periodically are the following: salaries, in-service training, tenure, and liability of the board. It is perhaps a mistake to think of these matters as related only to the teachers actually in service, as the policies of the board with respect to many of them determine the degree of attraction of high-school teaching positions in Chicago for those contemplating such service, or the power of the positions to hold the incumbents.

Salaries.--A number of guiding principles for the establishment of salary schedules for high-school teachers have been stated from time to time by board members and school officials of Chicago. The president of the board in 1870 declared that teachers must not be paid a niggardly sum, just sufficient to keep soul and body together.² He contended that they should be paid salaries sufficient to satisfy reasonable demands upon persons occupying their positions in life. He further contended that teachers' salaries are governed by the law of supply and demand and that Chicago should pay its teachers well in order to attract to this city graduates of the best institutions of higher education in the country.³

In 1896 Superintendent Lane said, after having set forth at length the training of the high-school principals and teachers in the employ of the board at that time:

¹Ibid., p. 87.

²Seventeenth Annual Report of the Board of Education, p. 12. Chicago, 1870-1871.

³Ibid., p. 71.

To secure teachers of ability, of scholarship and of experience, however, salaries somewhat commensurate with their worth, must be paid. While New York City pays \$5,000 to the principals of its high schools, Chicago can not be regarded extravagant when it pays but \$3,000 to men in like positions, whose responsibilities are as great and whose scholarship and experience are as good as those which characterize the principals of any other high schools in the country.¹

The president of the board in 1884 paved the way for the establishment of a systematic salary schedule for high-school teachers. His views regarding the rewarding of teachers for efficient service follow:

Abstractly considered, teachers should be paid in accord with the value of their work; but in a large system, as our public schools have now become, this is practically impossible, and the attempt thus to grade their remuneration would be productive of much heart burning, and few satisfactions.

Some mode of classification, therefore, becomes a necessity. This can be based upon the character and size of the schools, the position of the teacher, or upon length of service, or upon them all. The first two, if teachers are wisely selected for their positions give just bases of distinction; and the last, in connection with the others is, perhaps, as free from objection as any that can be devised.²

When Central High School was established in 1856 the salaries paid to its principal and teachers were governed by the following order passed by the common council:

Immediately after the high-school building shall have been completed, the board of school inspectors shall organize a school in said building, and shall employ a principal at a fixed salary, not exceeding fifteen hundred dollars per annum.

Male assistants at a fixed salary not exceeding one thousand dollars per annum, and female assistants at a fixed salary not exceeding six hundred dollars per annum, may be employed by the board of inspectors, when in their judgment such assistants shall be necessary.³

The teachers of Central High School, all men except one, received salaries as follows for the year 1858:⁴

¹Forty-ninth Annual Report of the Board of Education, p. 68. Chicago, 1896-1897.

²Thirty-first Annual Report of the Board of Education, pp. 63-64. Chicago, 1884-1885.

³Second Annual Report of the Superintendent of Public Schools, p. 6. Chicago, 1855-1856.

⁴Fourth Annual Report of the Superintendent of Public Schools, p. 62. Chicago, 1858.

Charles A. Dupée, Principal	\$2,000
Leander H. Potter	1,000
Edward C. Delano	900
Albert H. Currier	1,000
George Howland	1,000
Alexander Coignard, two hours a day	400
S. Grace Thompson	500

The Civil War increased the cost of living. An increase in the salaries paid to high-school teachers became necessary as a result, although it was difficult for the board to grant the advance because of an anticipated \$43,000 deficit in 1865. The following new salary schedule was adopted: principal, \$2,000; principal of Normal department, \$1,900; other male assistants were graded and paid the same as principals of district schools, \$1,500; female assistants were graded and paid the same as head assistants of district schools, from \$400 to \$600, depending upon the number of years of service.¹ It was considered in 1865 that a man teacher in the high school was worth approximately three times as much as a woman teacher.

The salaries of male assistants in the high schools were raised to \$2,200 in 1869.² The women placed in charge of the high-school classes located in elementary schools received \$1,000 per year.³

In 1870 the great gap between the salary paid to a man and that paid to a woman for the same qualifications and the same work was bridged to a certain extent. All the women teachers were paid \$1,000 as against \$2,200 paid to men teachers and \$2,500 paid to Principal Howland. Ella Flagg Young, principal of the Normal Practice School, received \$1,200,⁴ less than half the salary paid Principal Howland.

The panic of 1873 necessitated a drastic salary cut for high-school teachers and a curtailment of services, as is attested by the following passage from the minutes of the board meeting of April 28, 1876: "This board did at the close of the school year make a reduction in the gross amount for salaries equivalent to

¹Proceedings of the Board of Education, pp. 8-11. Chicago, July 5, 1865.

²Ibid., p. 9. June 29, 1869.

³Ibid., p. 636. June 8, 1869.

⁴Sixteenth Annual Report of the Board of Education, pp. 132-133. Chicago, 1870.

nearly nineteen per cent on all salaries of over \$1,000 per annum, or of four per cent on all salaries paid, including all salaries less than \$1,000 per annum, and the salaries paid at the present time are in accord with said reduced rate."¹

Financial conditions were even worse with the board in 1877 and 1878. The president reported as follows in 1878:

The corps of teachers in the service of the board is composed of men and women of high professional standing, who have the success of the schools at heart, and are faithful in the discharge of their duties. To them the present excellent condition of the schools is mainly due, and they are entitled to commendation for their zeal and efficiency. Their compensation has been reduced 25 per cent during the past two years, and this year they are obliged to suffer a further reduction of 8 per cent discount on the portion of their salaries paid in city scrip. This loss, it is to be hoped, they will not have to bear in the future, as it is a hardship to many and an inconvenience to all.²

In 1885 there were three public high schools in Chicago. Each had a principal, and there was a total of forty-three teachers in the three schools. Each principal received \$2,400 per year and the teachers received the following yearly salaries: nine, \$2,000; two, \$1,800; four, \$1,600; two \$1,500; fifteen, \$1,200; five, \$1,100; four, \$1,000; one, \$960; one, \$900; one, \$850; one, \$625; and one, \$500.³

For the first time, in 1892, the principals and teachers of the high schools of Chicago were given a salary schedule which provided for automatic increases in pay over a term of years, subject to their meeting certain prerequisites. Prior to this date, each principal or each teacher had been forced to bargain individually with the board for an adjustment of his salary. Certain classes of teachers often petitioned the board for special consideration aside from other teachers. Whether an increase or a decrease was given depended entirely upon the mood of the board at moment when the yearly elections to teaching positions were made. The introduction of a definite salary schedule and the placing of each individual principal or teacher in a certain group, and on a

¹Proceedings of the Board of Education, p. 425. Chicago, April 28, 1876.

²Twenty-fourth Annual Report of the Board of Education, p. 20. Chicago, 1877-1878.

³Thirty-second Annual Report of the Board of Education, p. 159. Chicago, 1885-1886.

certain step of the scale, did much to make possible an accurate estimate of needed revenue for meeting teachers' pay rolls, to assure each teacher a yearly increase for a definite term of years, to prevent wire pulling and favoritism, and to put teaching in the high schools on a professional basis. The salary schedule was as follows: high-school principals, group one, from \$2,600 to \$3,000 over a period of seven years; group two, from \$2,600 to \$2,800 over a period of five years; high-school instructors, group 1, from \$1,600 to \$2,000, with an increase of \$100 per year over a period of five years, group two, from \$1,200 to \$1,600, with an increase of \$50 per year over a period of nine years, group three, from \$850 to \$1,200, with an increase of \$50 per year over a period of eight years; teachers of French, German and drawing, group one, from \$1,200 to \$1,600 over a period of nine years, group two, from \$750 to \$1,400 over a period of fourteen years.¹ The schedule eliminated differences in pay in terms of sex for the same work and the same qualifications.

In 1898 Superintendent Andrews commented on the operation of the salary schedule for high-school instructors as follows:

Some years ago an effort was made to regulate the number that should be allowed in the several groups, and it was proposed that there be one-fifth in the first group and two-fifths in each of the second and third groups, and that this rate be maintained. The measure, which did not seem pedagogically fair, did not pass, and yet nearly this ratio has been maintained.²

It is difficult for a Chicago teacher of today to understand how high-school teachers in the city were promoted in 1895 from the first or lowest paid group to the second group, and finally to the third or highest paid group. They were divided into three groups, as has been pointed out, their classification depending upon their experience. They were advanced in salary regularly from year to year within their groups, but they were promoted from group to group only on merit.³ A new teacher in the high-school system was classified in the first or lowest group and was generally paid \$850 the first year, and \$900 the second year. There-

¹Proceedings of the Board of Education, pp. 363-364. Chicago, 1892-1893.

²Forty-fifth Annual Report of the Board of Education, p. 160. Chicago, 1898-1899.

³Ibid., pp. 160-161.

after there was a yearly increment of \$75 until a maximum of \$1,200 was reached. Theoretically, the teacher was not promoted to a higher group unless he showed marked improvement or superior merit. Teachers in the second group were advanced \$100 per year for a period of three years, from a yearly salary of \$1,200 to an annual salary of \$1,500. Those teachers who were unusually successful as disciplinarians were advanced to the third group, after having reached the maximum salary in the second group, and were given a yearly increment of \$100 per year for a period of five years. This meant an advance from \$1,500 to \$2,000.

The teachers of German, French and drawing were grouped similarly and received yearly advances in salary for certain definite periods of years, but they were not paid as liberally as were the teachers of other subjects. The twenty-two teachers of German received an average salary of \$1,282, the twelve teachers of French an average salary of \$1,512, and the twenty-six teachers of drawing an average salary of \$1,115.

The method just described of grouping teachers and promoting them from group to group seems ideal, as it provides considerable differentiation in compensation for the various degrees of efficiency and experience which exist among a large body of teachers. So much attention has been given in recent years by educators to the subject of individual differences that no modern teacher would deny the existence of these differences among teachers. But the ideal, it seems, must be abandoned in the field of school administration for something more practical. The evils which appeared when school administrators attempted to administer this idealistic plan in Chicago were much greater, in their eyes, than the evils of reducing the whole force of high-school teachers to practically the same basis of pay. Superintendent Andrews commented on the working of the 1898 salary schedule thus: "If the real purpose of these groups could be maintained, and teachers promoted on merit and on the recommendation alone of the superintendent, the method would be practical and eminently just and fair."¹

Practically no change was made in the salary schedule for high-school principals and teachers from 1892 to 1909. In the latter year the number of groups for general high-school instructors was changed from three to two, group one ranging from \$1,700 to \$2,100 over a period of five years and group two ranging from

¹Ibid., p. 161.

\$1,000 to \$1,600 over a period of seven years. The salaries of high-school principals were increased \$200 per annum, and the teachers of French, German, drawing and commercial subjects were given a flat increase of \$50 per annum.¹

In 1912 a special committee of the board appointed to recommend salary-schedule revisions reported as follows: "Your committee finds that, from the increased revenues of the board available during the year, 1912, it can increase the schedule of salaries paid high-school teachers from the maximum of \$2,100 to \$2,600, based upon a yearly increase of \$100 up to said maximum."²

In 1914 a further increase was granted to high-school instructors and principals. Some mention of the ten per cent increase of 1914 has been made in connection with the length of day of the high-school teacher. Superintendent Young commented on the 1914 increase thus:

The increased revenue of the board made it possible to meet the request, almost demand, of teachers in the high school for increased pay for increased hours in the school day. One hour was added to the five hours, and because of this the technical high schools argued from the standpoint of Labor and insisted upon an addition of twenty per cent to their schedule. With equal urgency, principals of academic high schools argued for the same length of school day in all high schools. The board adopted a new salary schedule, equivalent to the old schedule increased ten per cent, permitting those teachers who wish to be present five hours only to continue on the old schedule for the remainder of the school year.³

The cost of living in Chicago increased at a very rapid pace during the period of the World War. A great deal of agitation was necessary before any steps were taken to increase the salaries of high-school teachers and principals in the city in order that the standard of living of these workers would not descend to an absurdly low level. An increase was granted in 1918 to take effect on January 1, 1919. A study of the following revised salary schedule of 1919 will reveal these facts: there was an eleven-year schedule for high-school principals; the high-school teachers were divided into three classes, each class with a lower and upper group;

¹Proceedings of the Board of Education, p. 675. Chicago, 1908-1909.

²Ibid., p. 639. February 7, 1912.

³Sixtieth Annual Report of the Board of Education, p. 24. Chicago, 1914.

there was a seventeen-year schedule for teachers of class one, those holding general certificates; there was a sixteen-year schedule for teachers of class two, those holding limited certificates to teach art, music, manual training, and physical education; and there was a thirteen-year schedule for teachers of class three, those holding limited certificates to teach modern languages, commercial subjects, and household arts.¹

TABLE 1
SALARY SCHEDULE OF JANUARY 1, 1919

High-School Principals	Years of Service	Class 1 General Certificate	Class 2 Limited Certificate, Art, Music, etc.	Class 3 Limited certificate, Modern Language, Commercial, Household Arts
Lower Groups				
\$3,465.00	1	\$1,200.00	\$1,200.00	\$1,200.00
3,580.50	2	1,315.00	1,257.50	1,257.50
3,696.00	3	1,430.00	1,315.00	1,315.00
3,811.50	4	1,545.00	1,372.50	1,372.50
3,927.00	5	1,660.00	1,430.00	1,430.00
4,042.50	6	1,775.00	1,487.50	1,487.50
4,158.00	7	1,890.00	1,545.00	1,545.00
Upper Groups				
\$4,273.50	8	\$2,005.00	\$1,660.00	\$1,602.50
4,389.00	9	2,120.00	1,775.00	1,660.00
4,504.50	10	2,235.00	1,890.00	1,717.50
4,620.00	11	2,350.00	2,005.00	1,775.00
.....	12	2,465.00	2,120.00	1,832.00
.....	13	2,580.00	2,235.00	1,890.00
.....	14	2,695.00	2,350.00	2,000.00
.....	15	2,810.00	2,465.00	
.....	16	2,925.00	2,575.00	
.....	17	3,000.00		
Maximums				
\$4,620.00	..	\$3,000.00	\$2,575.00	\$2,000.00

The new salary schedule effective January 1, 1919, provided a bonus of \$300 per year for the assistants to the principal in the high schools, and a bonus of \$150 per year for heads of high-school branches.

¹Proceedings of the Board of Education, pp. 86-91. Chicago, July 17, 1918.

On March 12, 1919, a special committee on adjustments submitted to the board the following caustic criticism of the salary schedule for high-school teachers and principals which went into effect on January first of that year:

There is no logical reason whatsoever for placing high-school principals on an eleven-year automatic increase, teachers with a general certificate on a seventeen-year automatic increase, teachers with a limited certificate on a sixteen-year automatic increase, and teachers with a limited certificate in commercial and household-arts subjects on a thirteen-year automatic increase.

To adjust the high-school schedule to a twelve-year automatic basis will be a much simpler matter than it was to adjust the elementary schools, as the total number of teachers in our high schools is not much over 1,000.¹

On February 11, 1920, the salary schedule for high-school principals and teachers was again revised. The former were placed on an eight-year automatic increase schedule, with a yearly increment of \$200, the salaries ranging from \$3,700 per annum to \$5,100 per annum. High-school teachers holding general certificates were placed on a ten-year automatic increase schedule, the lower group ranging from \$1,600 to \$2,200, per annum over a period of four years, and the upper group ranging from \$2,400 to \$3,400 per annum over a period of six years. High school teachers holding limited certificates as teachers of physical education, music, art and manual training were likewise placed on a ten-year automatic increase schedule, the lower group ranging from \$1,600 to \$2,050 per annum over a period of four years, and the upper group ranging from \$2,200 to \$3,000 per annum over a period of six years. High-school teachers holding limited certificates as teachers of modern languages, commercial subjects and household arts were placed on a seven-year automatic increase schedule, the lower group ranging from \$1,600 to \$1,900 per annum over a period of three years, and the upper group ranging from \$2,050 to \$2,500 per annum over a period of four years.²

The most recent salary increase to high-school principals and teachers was granted by the board on August 9, 1922. The change eliminated some of the inconsistencies of the 1919 schedule. High-school principals remained on an eight-year automatic increase

¹Ibid., p. 275. March 12, 1919.

²Ibid., pp. 313-315. February 11, 1920.

schedule, ranging from \$4,300 to \$5,700 per annum. Assistants to the principal in the high schools were given a bonus of \$400 per year instead of the \$300 bonus which they had received previously, but heads of high-school branches continued to receive a bonus of \$150 per year. The schedule provided for only two, instead of three, classes of high-school teachers, as follows: those holding the general certificate, and those holding the limited certificate. That is, the distinction was eliminated between teachers of physical education, music, art, and manual training, and teachers of modern languages, commercial subjects and household arts. Both classes of high-school teachers were placed on ten-year automatic increase schedules. High-school teachers holding the general certificate were divided into two groups, the lower group ranging from \$2,000 to \$2,800 per annum over a period of five years, and the upper group ranging from \$3,000 to \$3,800 per annum over a period of five years. High-school teachers holding the limited certificate were likewise divided into two groups, the lower group ranging from \$1,800 to \$2,550 per annum over a period of five years, and the upper group ranging from \$2,700 to \$3,300 per annum over a period of five years. Substitute teachers in the high schools were given a salary of nine dollars per day.¹

The board was very eager in 1925 to grant high-school teachers and principals a further increase in salary in order that their compensation might be brought more nearly into line with that of high-school principals and teachers in New York City, Newark, and other leading cities of the country, but their efforts failed.² Superintendent McAndrew appointed a committee to make a study of salary schedules and recommend a new salary schedule for teachers and school administrators in Chicago. The schedule proposed for high-school teachers and principals was the same in principle as the schedule of 1922, the present schedule. It provided for an automatic yearly increase for high-school principals, with salaries ranging from \$5,000 to \$7,500 over a period of eight years. It provided, too, for an automatic yearly increase for high-school teachers holding the general certificate. They were divided into two groups, the lower group ranging from \$2,200 to \$2,700 per annum over a period of five years, and the upper group ranging from \$3,100

¹Ibid., p. 111. August 9, 1922.

²Ibid., pp. 844-846. March 11, 1925.

to \$4,700 over a period of five years. It also provided for an automatic yearly increase for high-school teachers holding the limited certificate. They were likewise divided into two groups, the lower group ranging from \$1,800 to \$2,400 over a period of five years, and the upper group ranging from \$2,700 to \$3,900 over a period of five years.

It was the intention of the board to secure permission from the state legislature of Illinois to submit to the voters of Chicago in 1925 a referendum proposing that the tax rate for the educational fund of the board be increased from \$1.92 to \$2.92 in order that the necessary money might be raised to finance the proposed salary increases for teachers. The Chicago city council opposed such action, hence the whole matter was dropped.¹ The reassessment of 1928, ordered by the state tax commission because of lack of uniformity of assessments, caused Chicago's tax collectors to fall two years behind in tax collections, and the depression of 1929 further retarded tax collections. The board found it necessary, consequently, to cut salaries and the length of the school year. The total decreases in pay from the basic salary schedule of 1922 for high-school teachers and principals amounted to twenty-three and one-half per cent at the lowest point. At present there is a reduction of seven and one-half per cent on the basic pay, and a further cut of two and one-half per cent in view of the fact that the length of the school year is now only thirty-nine weeks instead of the traditional forty weeks, and that teachers in Chicago are paid on a monthly basis.

The following conclusions seem justified as a result of this study of salaries. There has been a marked trend toward a single-salary schedule for high-school teachers. From 1856 to 1875 it was customary to pay a man teacher in the high school two to three times as much as was paid to a woman teacher for the same work and the same qualifications. In 1892 women high-school teachers were classified and grouped on the same basis as men, and the salaries paid to men and women for the same work and the same qualifications were equalized. The worth of high-school teachers in Chicago was long considered to be proportional to the seniority in the high-school curriculum of the subjects which they were certificated to teach. That is, the longer the subject taught by the teacher had been in the high-school curriculum, the more the teach-

¹Ibid., pp. 414-415. October 28, 1925.

er was paid. In 1892 the salary schedule provided that teachers of French, German and drawing should be classified in group three and paid considerably less than teachers of ancient languages, mathematics, sciences, and English. In 1919 teachers of modern languages, commercial subjects and household arts were still considered inferior, if worth is measured in terms of salary received, to teachers of art, music, manual training and physical education. All teachers of these newer subjects in the high-school curriculum were considered inferior to the teacher of the old-line subjects such as ancient languages and mathematics. By 1922 the distinction between the two classes of teachers of the newer subjects was eliminated. A real distinction in terms of college training and teaching experience had become the basis for classification. Limited certificates were issued to those high-school teachers of special subjects who fell short of the requirements for the general certificate. Today relatively few of the high-school teachers hold limited certificates, as there has been a decided increase in recent years in the amount of academic training received by all teachers in the special subjects. Hence practically all high-school teachers in Chicago are now paid the same salaries for like qualifications and experience.

In-service training.--When Central High School was opened in 1856 it was assumed that the teachers employed to teach Latin, mathematics, natural philosophy, and so on, knew their subjects and knew how to teach so well that they needed no further training. A special board committee on the high school inspected the work of the teachers from time to time. Committees of educated citizens of Chicago were asked to conduct annual oral examinations of the students undergoing training in Central High School. Occasionally these citizens made recommendations concerning methods and technical points with regard to subjects of study, and text books used. But none of them thought of recommending further training for the high-school teachers, since these instructors were imported from the East generally and were considered to be authorities in their fields of scholarship as well as in the field of pedagogy. The high-school teachers and principals were the lecturers on the programs of the institutes held monthly in the city for primary and grammar-school teachers during the early period of the high school's existence. It was not until 1896 that the superintendent and the board became conscious of the need for further formal

training, in the normal college and in university classes, of the high-school teaching staff.

A number of different agencies and activities have been considered important by the board of education, superintendents, principals, and teachers for the promotion of in-service training of the high-school staff, among them being: supervision of teaching, inventories of the status of training, committee work, training classes, practice teaching under expert direction, teachers' professional associations, staff meetings, professional reading, and teachers' institutes. These will now be treated in turn.

Superintendent Lane was asked by the board in 1896 to make an inventory of the training of the high-school principals and teachers in the employ of the board, in view of the fact that extension classes for teacher training were being inaugurated by the Chicago Normal College. He reported as follows in that year:

All the principals of the high schools but one are college educated. Of the teachers, exclusive of those who teach German, French, drawing, vocal music and physical culture, seventy-nine per cent have had a college education, and less than five per cent of those who have been elected during the last five years were not college graduates. Ten are graduates of Wellesley, seven of Vassar, six of Smith, while some of the other colleges represented in the teaching force are Harvard, Yale, Dartmouth, Cornell, Brown, Williams, Oberlin, University of Michigan, University of Wisconsin, University of Chicago, Northwestern University and University of Illinois. Eight per cent are graduates of public high schools, seven per cent of normal schools and five per cent of seminaries. Nearly all, however, of the three latter classes have taken special courses of study in some university, quite generally the University of Chicago, during the last few years.¹

Superintendent Lane felt that the Chicago Normal School should be the chief agency for the training of Chicago teachers at every level of instruction. Although he urged upon the board the importance of putting the Normal College into the field of extension work,² he nevertheless recognized, as is evidenced by the following statement, the importance of the extension work being done by the University of Chicago in 1897:

Various agencies have been used by the teachers in preparing themselves for effective work. As a means of self-culture, the University extension classes have afforded the best oppor-

¹Forty-third Annual Report of the Board of Education, p. 68. Chicago, 1896-1897.

²Ibid., p. 22.

tunity for study and mental improvement.¹

The extent to which the extension department of the Normal College had been developed by 1902 is told in the following statement by Superintendent Cooley: "Ninety-five different classes have been organized during the year, although 82 is the largest number that has been in session in any one week. In this enrollment every high school in the city but three is represented."²

Normal-extension classes were held in school auditoriums in various parts of the city once a week for a period of an hour and a half at the close of the school session. Saturday classes did not prove to be so successful as the after-school classes. No credit was given for work done in the Normal-extension classes from 1897 to 1905. The following statement tells of the first crediting of the work done in them:

During the latter part of the year 1905-06, the board of education adopted a plan of promotional credits by which the work of the Normal extension classes was recognized as being worthy of acceptance by the board of education . . . in the case of a few classes, for the promotion of teachers in high schools. It is unnecessary to dwell upon the details of this plan, which may be found printed in the proceedings of the board of education, May 23, 1906.³

Principal Young, of the Chicago Normal College, intimated in 1906 that the work being done in the Normal-extension department had a tendency to encroach upon that being done by the university-extension classes. She commented thus: "The time may come when the Extension Department may be able, financially and otherwise, to offer lecture courses without credit, and without trespass upon the field of work already so ably occupied by university extension classes."⁴

In 1910 the extension work of the Normal was dropped. However, many high-school teachers continued to secure promotional credits by taking work in the summer session of the Normal. The

¹Forty-fourth Annual Report of the Board of Education, p. 110. Chicago, 1897-1898.

²Forty-ninth Annual Report of the Board of Education, p. 58. Chicago, 1902-1903.

³Fifty-second Annual Report of the Board of Education, pp. 116-117. Chicago, 1906.

⁴Ibid., p. 122.

University of Chicago was the first institution in the university-extension field in Chicago. After extension work was begun by the Normal in 1896, the other universities of the city entered gradually the new extension field: Northwestern University, De Paul University, and Loyola University. When the need for this sort of training was completely met by private enterprise, the board decided that the Normal College should retire from the field.

Special arrangements were made in Chicago to give military training to teachers of physical education during the period between 1915 and 1918.¹

The University of Chicago organized a seminar for high-school principals and their assistant principals in 1925. Superintendent McAndrew commented on the course as follows in that year:

Part of the work of supervision in the high schools consisted of a course in high-school administration, given under the supervision of the University of Chicago to high-school principals and assistant principals. Some of the lecturers were from the public-school system. Others were from Northwestern University and the Universities of Minnesota, Pittsburgh, Michigan, and Chicago. Eighteen of the twenty-four high-school principals enrolled for the course. At the close of the semester the members voted to continue the seminar next year.²

Since 1925 the universities in Chicago have often responded to requests of the superintendent, principals, and teachers for the organization of special courses to meet the needs of specific groups.

Committees of high-school teachers and principals have been named frequently to revise courses of study, to recommend text books and library books for use in the high school, and to study specific educational problems. Superintendent Cooley expressed in 1904 his appreciation of the sacrifice of time and energy made by numerous high-school principals and teachers in attending committee meetings in the evening.³ Many such committees continue today to serve the school system.

In 1918 the board began the training of teachers for Smith-

¹Sixty-fourth Annual Report of the Board of Education, p. 127. Chicago, 1917-1918.

²Annual Report of the Superintendent of Public Schools, p. 100. Chicago, 1925.

³Fiftieth Annual Report of the Board of Education, p. 146. Chicago, 1904.

Hughes classes. The University of Illinois and the State Board for Vocational Education coöperated in the operation of training classes and the supervision of practice teaching in the evening schools.¹

Parker High School was established in 1911 for the purpose of providing for teachers in training in the Normal College an opportunity to observe high-school activities.² Dr. Owen, principal of the Normal, felt that the Normal College, with the Parker High School located in the same building, was ideally equipped to train teachers for the high schools of Chicago. He was not opposed to in-breeding. Contending that the board discriminated against the young man or woman born and educated in Chicago, he proposed in 1912 a plan whereby a graduate of any local university might receive training in pedagogy through the Normal College which would automatically make him eligible for appointment to a high-school teaching position.³ Traditionally, Chicago has not permitted an applicant to take an examination with a view to securing a certificate and an assignment to teach in the high school unless he could prove that he had previously taught successfully for a period of two years in a grade school. The plan proposed by Dr. Owen by which a native son or daughter might become a teacher in the local high school consisted of the following steps: (1) graduation from a local university; (2) marked success with a rigid, competitive, academic examination for admission to the Normal College; (3) a year of training in pedagogy in the Normal, and practice teaching in the Parker High School under the direction of competent critic teachers; and, (4) the successful completion of a period of practice teaching, substituting, and probationary teaching in the public high schools.

The plan advocated by Dr. Owen, in a modified form, was recommended by Superintendent Bogan and adopted by the board in 1932. His recommendation follows:

The superintendent of schools recommends that authority be granted to appoint college graduates as cadets in the high

¹Proceedings of the Board of Education, p. 516. Chicago, September 6, 1918.

²Fifty-seventh Annual Report of the Board of Education, p. 113. Chicago, 1911.

³Fifty-eighth Annual Report of the Board of Education, p. 133. Chicago, 1912.

schools. Those so appointed shall serve for one year.

These cadets shall be graduates of accredited colleges; they must meet the requirements of the North Central Association for the subject which they elect; they shall be selected on a basis of merit by the superintendent, with the approval of the board of education.

The satisfactory completion of a one-year cadetship shall constitute the equivalent of two years of teaching experience in meeting the eligibility requirements for admission to an examination.

Reasons: In many high-school subjects it is becoming difficult to secure candidates who are properly trained. The high schools of Chicago are in a position to furnish this training.¹

A number of cadets were appointed by Superintendent Bogan in 1933 and placed under the supervision of Principal Laughlin, of the Normal College. They were subjected to a series of tests, given certain writing projects to complete and submit to Normal instructors, and required to report to the Normal one day per week for discussion of their practice work, which was supervised regularly by a Normal instructor. Many of these cadets have now been appointed to teaching positions in the high schools, but no further development of this type of training has taken place.

The teachers and principals of Central High School and its Normal Practice Department were stimulated to study their own subjects and various works on pedagogy in preparation for the lectures which they gave to elementary-school teachers in the early days of that institution. Miss Trimmingham, a high-school teacher of drawing, instructed elementary teachers in the art of drawing and teaching drawing. A sample program of one of the institutes will serve to give an idea as to the nature of the lectures given. The program for the October Institute, 1868, was as follows:²

<u>Section</u>	<u>Subject</u>	<u>Teacher</u>
1st Grade	Meteorology	Mr. Slocum
2nd Grade	Heat	Mr. Belfield
3rd Grade	U. S. Government	Mr. Howland
4th Grade	Classification of Matter	Mr. Vanzwoll
5th Grade	Weights and Measures	Mr. Merriman
6th Grade	Woolen Manufactures	Mr. Spofford
7th Grade	Workers in Wood	Mr. Cutter
8th Grade	Years, Months, O. S., N. S.	Mr. Westcott
9th Grade	Trees--How distinguished	Mr. Munroe
10th Grade	Sense of Light	Mr. Delano
German	Reading	Mrs. Reed

¹Proceedings of the Board of Education, p. 650. Chicago, December 23, 1932.

²Fourteenth Annual Report of the Board of Education, p. 159. Chicago, 1867-1868.

By 1891 the high-school teachers had begun to think seriously of their own professional improvement. Superintendent Lane commented as follows on their interest in that year in their associations for self-improvement: "It is gratifying to know that many of the teachers are deeply interested in the various literary and scientific associations of the city, and that the profession of teaching is being brought to a higher standard by these means."¹

The nature of the meetings held by the various associations of high-school teachers in 1894 is indicated by the following passage from a report by Superintendent Lane:

The "round-table" meetings of teachers in the various subjects from month to month have been of much practical interest and have not only lent an added inspiration to the teachers, but have also resulted in greater unity of instruction. Before the general Association of High School Teachers addresses have been delivered during the year by Professor McClintock of the University of Chicago, Dr. Kiehle of the University of Minnesota, President Tucker of Dartmouth College, President Andrews of Brown University and President Draper of the University of Illinois.²

There still exist numerous departmental associations of high-school teachers organized for purposes of professional improvement. They have monthly meetings, in general, and discuss important current issues in their fields. They are affiliated as a rule with the national councils of teachers organized for the same general purposes for which their own associations were established.

The superintendent has held regular monthly meetings with the principals of the Chicago schools, including the high schools, since 1891.³ At present these meetings are held in Fullerton Hall, Art Institute.

The principal of Central High School met with his teachers once a week to discuss with them matters of common interest.⁴ It has always been customary for the high-school principals of Chicago to call their teachers together for discussion of educational prob-

¹Thirty-eighth Annual Report of the Board of Education, p. 36. Chicago, 1891-1892.

²Forty-first Annual Report of the Board of Education, p. 95. Chicago, 1894-1895.

³Thirty-eighth Annual Report of the Board of Education, p. 34. Chicago, 1891-1892.

⁴Ninth Annual Report of the Board of Education, p. 26. Chicago, 1862.

lems of general interest at least once a month. In addition, most of the principals have held monthly departmental meetings of their teachers.

A professional library for teachers was established in the board rooms in 1861, according to the following entry in the board's journal: "On motion of Dr. Foster, the superintendent was authorized to expend a sum not exceeding fifty dollars in purchasing a library of reference for the use of teachers to be kept at the office of the board of education."¹

The annual reports of the board published between 1861 and 1924 make no further mention of a library for teachers. Superintendent McAndrew reported as follows in the latter year: "The professional library was started in 1922 with less than 3,500 volumes. At the present time there are 6,000 volumes, and the latest and best books in all fields of education are constantly being added to its shelves."

Since 1924 the professional library for teachers in the board rooms has gradually expanded, and it has rendered progressively greater and greater service to the high-school teaching staff of the city. Recently Superintendent Johnson has secured permission from the board to enlarge the reading room, assign a larger force of librarians to care for it, and to subscribe to almost every worth-while educational periodical and year book.²

The Chicago-Schools Journal, a magazine designed to give publicity to progressive Chicago practices, was first published in October, 1906.³ Since that date this house organ has greatly aided teachers in keeping in step with the march of progress in the city's high schools.

Superintendent McAndrew planned to issue regularly a magazine designed specially for the high-school teachers of Chicago, but his plan did not materialize. He reported as follows in 1925:

Considerable work has been done on a magazine to be issued at regular intervals for the benefit of high-school teachers. If it proves successful, one of a similar type will be issued

¹Proceedings of the Board of School Inspectors, p. 386. Chicago, May 7, 1861.

²Annual Report of the Superintendent of Public Schools, p. 461. Chicago, 1937.

³Fifty-third Annual Report of the Board of Education, p. 129. Chicago, 1906-1907.

for the benefit of junior-high-school teachers.¹

High-school teachers were granted two half days for visiting in 1890.² This practice continued until 1915. Since that year no official provision for visiting days has been made.

Tenure.--People do not always appreciate the rights and liberties which have accrued to them as a result of long struggles and gradual correction of abuses. Hence, it is important for the high-school teachers of Chicago to take a look backward upon the situation with respect to tenure in the year 1856. They were elected from 1856 to 1917 for a term of one year only. Teachers at first were permitted to attend the annual board meeting devoted to the all-important matter of reëlecting them, but the board voted in 1858 to exclude them from these meetings, in accordance with the following motion: "On motion of Mr. Higginson it was voted that during the election of teachers and the discussion of their qualifications the board sit with closed doors."³

Some idea of the jockeying that took place in connection with the reëlection of certain of the teachers of Central High School may be obtained from the following passage, which is typical of the entries of the period in the minutes of the board's sessions devoted to elections and reëlections of high-school teachers:

On motion of Mr. Taft, the board proceeded to the election of a teacher of German for the high school.

Oscar Faulhaber received nine of the ten votes cast, and was declared elected.

Mr. Bass moved that Mr. Faulhaber be appointed to teach French also in the high school.

Lost by the following vote: Affirmative 3, Negative 4.

Mr. Bass moved that instruction in both French and German be given by the same teacher.

The president decided this motion to be out of order.

Mr. Carpenter moved that F. I. Joliat be appointed teacher of French in the high school.

Lost: Affirmative 3, Negative 7.

Mr. Higginson moved that Mr. Coignard be reappointed teacher of French in the high school.

Lost: Affirmative 4, Negative 6.

Mr. Hayes moved to reconsider the vote against appointing Mr. Faulhaber teacher of French in the high school.

The yeas and nays being called for, the vote was reconsid-

¹Annual Report of the Superintendent of Public Schools, p. 101. Chicago, 1925.

²Proceedings of the Board of Education, p. 182. Chicago, 1890-1891.

³Proceedings of the Board of School Inspectors, p. 279. Chicago, June 26, 1858.

ered, and Mr. Faulhaber appointed to this office.¹

In view of the fact that there was such disagreement among the members of the board with respect to the reelection of certain teachers, and that certain positions were so hotly contested, one can readily see why the board adopted the following motion on July 3, 1867: "Mr. Leavitt moved that if a teacher fail to obtain the requisite number of votes to secure election after two ballots, the election of such teacher shall be postponed till the election of the balance of the teachers is completed."²

High-school teachers were reelected annually until the year 1917, although their reengagement became a matter of routine business of the board when the school system became so large that it was no longer possible for that body to consider each individual teacher separately. It became the custom to reelect all teachers en masse, with the occasional exception of an individual or a few individuals who were slated for dismissal for inefficiency or for some other reason deemed sufficient by the board. The president of that body reported as follows in 1903:

At the annual election in June, 1902, all teachers who were then in good standing and were regularly assigned as teachers were formally elected with the understanding that their positions should be permanent during efficiency and good behavior. The board of education thus gave permanence of tenure to positions as teachers as far as the board of education may legally do so. Hereafter it is proposed that the annual election of teachers shall be dispensed with; but owing to the present school law which requires the election of teachers from year to year, it will be necessary to confirm the election of the previous year. This will be a purely formal procedure and will not affect the standing of the teachers in any way.³

The necessity for the formality of confirming yearly the elections of the previous year was obviated in 1917 when the general assembly of Illinois enacted the Otis act, which has been previously mentioned in this study. This act provides permanent tenure for the public-school teachers and principals of Chicago. The section of the law, as amended, dealing with tenure rights reads as follows:

¹Ibid., p. 363. September 1, 1860.

²Proceedings of the Board of Education, p. 259. Chicago, July 3, 1867.

³Forty-ninth Annual Report of the Board of Education, pp. 16-17. Chicago, 1902-1903.

Appointments and promotions of teachers, principals and other educational employees shall be made for merit only, and after satisfactory service for a probationary period of three years (during which period the board may dismiss or discharge any such probationary employee upon the recommendation, accompanied by the written reasons therefor, of the superintendent of schools), appointments of teachers and principals shall become permanent, subject to termination by compulsory retirement at the age of sixty-five years, and subject to the rules of the board concerning conduct and efficiency, and subject to removal for cause in the manner provided by section 161 of this Act. Provided, however, that in determining the duration of the probationary period of employment in this section specified, there shall be included the time of past service of all teachers and principals and other educational employees who are in the schools at the time, or who have been therein within five years, immediately preceding the time this Act goes into effect: And, further, provided, that when any teacher or principal, who has been promoted to the position of assistant, or district superintendent or a member of the board of examiners, is relieved of the duties of such position, such person shall be reinstated in the position from which he was promoted. The words "teachers and principals" shall be construed to include all members of the teaching force except the superintendent of schools, assistant and district superintendents and members of the board of examiners. (As amended by act filed July 11, 1935.)¹

The act also provides for dismissal of teachers and principals for cause in a specific manner. The board adopted the following rule on January 28, 1920:

The superintendent shall, by and with the consent of the president of the board of education, or in his absence or inability to act, the vice president, have authority to suspend from the service, pending a hearing before the trial committee, any member of the educational department whenever such action is warranted and advisable. The superintendent shall immediately send to the person suspended a copy of the charges and grounds for such suspension, together with a notice to appear and be heard in his defense, at a fixed date, provided that such notice shall reach the person so suspended at least 30 days before the time set for the hearing.²

The citation of one case of dismissal of a high-school teacher will be sufficient to show the procedure and the cause which led to the dismissal of a high-school teacher. On November 27, 1918, the board voted to dismiss from the service a teacher in the Harrison Technical High School because a trial board of

¹The School Law of Illinois, Circular No. 284, pp. 88-89. State Department of Public Instruction, Springfield, Illinois.

²Proceedings of the Board of Education, p. 1169. Chicago, January 28, 1920.

three of their number had found her guilty of disloyalty.¹

Liability of board.--The attorney for the board has consistently maintained that the board of education is not liable for injuries sustained by teachers or principals, either high or elementary, in the line of duty. The citation of a case of a high-school teacher who was injured and attempted to collect damages from the board will help to clarify the position taken by the attorney on this issue. In 1923 a teacher in the Marshall High School sustained an injury resulting from a fall caused by a slippery floor that had been oiled recently. She refused to accept warrants aggregating \$470, her regular pay less \$2.50 per day for a substitute during the period of her absence, and insisted upon full pay without deductions. Her claim was referred by the board to its attorney for advice. He wrote the following opinion:

We have repeatedly advised that there is no liability under the common law, and whatever liability to pay for injuries of this character there is would arise under the Workmen's Compensation Act, by the terms of which the board would be liable for compensation not to exceed \$14.00 per week for the entire period of disability--in this case amounting to \$112.00, and also for the necessary medical expenses.²

Superintendent Mortenson recommended that she be paid her salary in compliance with the board's rules, and also her medical expenses, as to do otherwise would upset custom.

The High-School Principal's Administrative and Non-Teaching Staff

When Central High School was opened in 1856 Principal Dupée had no non-teaching staff, and expressed in his annual reports no desire or need for any administrative help. The scholastic records of the pupil personnel of Central High School, still on file in the vault of the McKinley High School, were entered in the school registers in the Spencerian hand of the principals of the school, Charles Dupée and George Howland. The principal was the school librarian. He made the schedule of classes and handled all details of administration of his school. But it should be remembered that the enrollment at no time went above 450 students, and that little attention was paid to any sort of activity other.

¹Ibid., p. 68. November 27, 1918.

²Proceedings of the Board of Education, p. 983. Chicago, January 24, 1923.

than classroom teaching and learning. The teaching staff was relatively small, and it was felt at the time that high-school teachers knew their subjects and their pedagogy so well that little improvement along these lines was needed. The principal rarely visited classes, did little to coördinate the work of his teaching staff, and assumed that his chief duty beyond handling discipline and keeping scholastic records, making reports, writing letters, ordering supplies, and so on, was to make himself an outstanding scholar in some subject field, such as ancient languages, mathematics, or science, and to encourage high-grade scholarship on the part of the members of his faculty. Extra-curriculum activities were little organized. There was no systematic provision for student guidance. Very few supplies and special equipment were needed, as the curriculum was almost entirely academic in nature. Gradually, as the high schools increased in size and took on new functions, their principals demanded assistance with the resultant increasing details of organization, administration, and supervision.

Position of assistant to the principal created.--By 1909 beginnings were being made in the development of a science of education in the United States. The meetings of the National Education Association had commenced to deal with retardation in the schools, testing programs for the discovery of ineffective methods and procedures in teaching, curriculum study, and so on. In that year the board adopted the following recommendation of Superintendent Young:

The superintendent recommends that in each high school which has a corps of 25 or more teachers authority be given to appoint an assistant to the principal, whose duty shall be to assist in the general management of the school under the direction of the principal, said assistant to be paid \$300 extra salary, in addition to the regular salary for the current year.¹

Dorothy Sass was appointed assistant principal of the Lake High School and Albert Evans was appointed assistant principal of the Lane High School on January 12, 1910, according to the board authority just quoted.² At present there is at least one assistant to the principal in each high school. Some of the larger ones have two.

¹Proceedings of the Board of Education, p. 375. Chicago, December 1, 1909.

²Ibid., p. 475. January 12, 1910.

Superintendent Young urged the high-school principals to get out of their offices and to acquaint themselves with problems of instruction and the problem of adapting their schools to the pupils. She complained that some high-school administrators had not used their increased freedom from teaching assignments, resulting from the appointment of assistants to the principal, to acquaint themselves more thoroughly with the work and problems of their teachers and pupils. She expressed confidence, for example, that retardation in the high schools could be materially decreased if a concerted attack were made upon it by the principals.¹

Clerical assistance furnished.---The board authorized the appointment in 1909 of an extra teacher to assist the principal with his clerical work in high schools with twenty-five or more teachers. Superintendent Young set forth in the following quotation her reasons for urging upon the board the furnishing of clerical assistance to high-school principals and her disappointment in noting the false interpretation of the action made by a few principals:

This has freed the principals and in most cases has enabled the person at the head of educational affairs in the school to be more closely identified with the work of education than is possible when a large part of that person's time is occupied in keeping records, writing letters, and answering questions pertaining to minor affairs in the school. Here and there the principal has construed the additional assistance as the element to be used in the enlargement of the work of the office, and requests have been sent in asking for an enlargement of office accommodations.²

Position of administrative aid created.---The following recommendation of Superintendent McAndrew with respect to administrative assistance in the high schools was adopted by the board on August 13, 1924:

In all high schools there should be allowed for every 500 pupils, or major fraction thereof, one member of the faculty for assistance in administrative work who should be rated as a half teacher for class-room work. The quota for each school should be determined by the membership at the close of the school months of September and February.

Reasons: the first addition to the administrative force of the high schools was made in 1910 [1909 is the correct date] by the appointment of assistant principals. . . . At that time the average membership of the ten largest high schools in

¹Fifty-sixth Annual Report of the Board of Education, pp. 93-94. Chicago, 1910.

²Ibid., p. 93.

Chicago was 1,200. At present the average membership of the ten largest high schools is over 3,700. With this increase in numbers has come a corresponding increase in the problems of school administration. The life of a modern high school includes a variety of interests and activities reaching beyond the classroom and into the larger life of the community. To cope with this growing demand it becomes necessary to release some teachers from a part of their classroom duties and to delegate to them certain administrative responsibilities.¹

On August 8, 1928, the board reduced by half this amount of administrative aid allowed in the high schools, in accordance with a recommendation by Superintendent Bogan. The reduction was made before the depression of 1929 struck Chicago, hence it was not recommended primarily for purposes of economy. Superintendent Bogan felt that the creation of his bureau of curriculum would reduce the need for administrative aid in the high schools. His recommendation and his reasons therefor follow:

That in all high schools there should be allowed for every one-thousand pupils, or major fraction thereof, one member of the faculty for assistance to administrative work who should be rated as a half teacher for classroom work.

Reasons: The creation of the Bureau of Curriculum recommended in Report No. 21578 of August 8, 1928, will accomplish the same end, distribute the teaching load more evenly, and cause a great financial saving.²

Additional clerical help provided.--On May 1, 1918, the board adopted Superintendent Shoop's recommendation that a second clerk, or extra teacher, should be authorized in high schools with a membership of 1,900 or more students.

Prior to 1922 no provisions had been made for a paid clerical worker to assist the principal in getting out for the colleges and universities the transcripts of record which are required for all students applying for admission. On June 14, 1922, the board adopted the following recommendation of Superintendent Mortenson:

The superintendent reports that there is a large amount of clerical work necessary in the larger high schools immediately following the close of the school year in June and preceding the opening of schools in September, incident to making out school records and certificates for graduates of high schools who desire to enter college or university.

The superintendent recommends that in high schools having a membership of more than 1,000, one extra teacher be employed at her regular salary for a period not to exceed two weeks

¹Proceedings of the Board of Education, p. 114. Chicago, August 13, 1924.

²Ibid., p. 112. August 8, 1928.

during the summer vacation at the discretion of the principal.¹

During the summer of 1938 provision was made for staggering the time of the clerk assigned for summer work to each high school in order that there might be a constant liaison between the high schools and the colleges and universities of the country. Clerks reported for duty one day each week during the summer vacation. Under the former plan it was not possible for graduates, or institutions of higher learning, to procure transcripts of record during the summer at other times than the week after the closing, or the week before the opening, of schools.

In 1927 the Civil Service Commission of Chicago advised the board that its practice of assigning teachers to clerical positions was in violation of the civil-service law.² The attorney for the board rendered an opinion coincident with that of the Civil Service Commission. Hence all extra teachers serving as clerks in the high schools were assigned to teaching positions, and the superintendent of schools requested the Civil Service Commission to certificate a sufficient number of clerks to fill the positions vacated.

In 1930 the board adopted the following recommendation of Superintendent Bogan changing the amount of clerical assistance allowed in the high schools:

The superintendent of schools recommends that authority be granted to assign school clerks in high schools on the basis of one school clerk for fifteen-hundred pupils, or major fraction thereof, provided each senior high school has at least one school clerk. A list of clerks, and the number of schools will be furnished by the superintendent of schools.

Reasons: In the interest of economy, it is necessary to reduce the number of school clerks in high schools subsequent to January 31, 1930.³

The position of dean created and abolished.--The position of dean of girls in the Chicago high schools was created in 1912. A dean of girls was appointed in each mixed high school to give direction to the organized social life of the girls, under the direction of the principal. She taught three regular classes per day in addition to handling her duties as dean, and received a bonus of \$300 per year.⁴

¹Ibid., p. 1053. June 14, 1922.

²Ibid., p. 101. 1927.

³Ibid., p. 1069. 1930.

⁴Ibid., p. 713. 1912-1913.

The position of dean of boys in the high schools was created on December 23, 1925. The dean of boys taught three classes and received a yearly bonus of \$300.¹

On July 12, 1932, the positions of both deans in the high schools were abolished and have not since been restored.²

The position of matron created.--The board adopted on March 10, 1920, the following recommendation of Superintendent Mortenson, and consequently a matron was appointed in each of the high schools:

The superintendent reports that in each high school there should be someone, under the direction of the principal, designated to supervise the care of the girls' infirmary, swimming pool, and toilets.

The superintendent, therefore, recommends that a high-school matron be employed in each high school for full time to serve as matron and to perform such duties as the principal may from time to time direct, and that the persons so employed be paid on the schedule of bathroom attendants.³

Librarians.--The relations of the board of education with the public-library board were described at some length in Chapter IV of this study. At present each of the high schools has at least one full-time librarian, and some of the larger schools have more. Originally the library board paid the salaries of the librarians, but on January 25, 1922, the board of education assumed the obligation, in view of the fact that the library board was facing financial difficulties.⁴

Adjustment service provided.--In 1937 every high school was provided with one or more adjustment teachers.⁵ These were selected from the regular teaching staffs of the individual high schools because of special training for guidance work. In February, 1938, the daily teaching load of most teachers was reduced from six to five classes. The load had been raised from five to six classes in 1933 as a result of the depression. The period gained as a result of this reduction was devoted to guidance work by those teach-

¹Ibid., p. 257. October 13, 1926.

²Ibid., p. 24. July 12, 1933.

³Ibid., p. 1384. March 10, 1920.

⁴Ibid., p. 519. January 25, 1922.

⁵Annual Report of the Superintendent of Schools, p. 334. Chicago, 1937-1938.

ers whose load was cut.¹ Since 1938 principals have continued to assign high-school teachers for at least one period per day to the common conference room used by all teachers for counselling individual students. Attention is focused for the most part on the adjustment of educational difficulties.

Summary

School officials have had to deal repeatedly with the following matters related to the high-school staff: teacher-pupil ratios, and class sizes; recruitment of teachers; merit; examining and certificating; types of certificate; and service records. Although classes have at times been very large in certain subjects, thus affording an opportunity to experiment with large classes, school people have favored a relatively small class size. Some flexibility in teacher-pupil ratios and class sizes has generally been advocated to permit adaptation of organization to the exigencies of the local situation in a particular high school. Many problems have arisen in connection with the recruiting of teachers, particularly for the practical arts and skill type of subject. When such subjects have been introduced into the high school a shortage of teachers qualified to teach them has generally been experienced, but after a period of time training agencies have undertaken to assure a supply of the type of teacher required. An adequate system of service records and a fair procedure for selection, assignment, retention, promotion, and retirement of teachers have been developed only after much experimentation with different practices.

There has been a steady trend toward a single-salary schedule for high-school teachers. From 1856 to 1875 it was customary to pay a man teacher in the high school two or three times as much as was paid to a woman teacher for the same work and the same qualifications. The differential was gradually reduced and finally eliminated in 1892. Each new subject introduced into the high school has generally been considered an intruder, along with its teacher. But gradually each intruder in its turn has been admitted to status.

A number of different agencies and activities have been used for the improvement of high-school teachers in service: supervision, inventories of the status of training, committee work,

¹Ibid., p. 334.

training classes, teachers' professional associations, staff meetings, professional reading, visiting, and teachers' institutes. A long struggle for tenure for teachers resulted in the enactment of the Otis Act, passed in 1917. It provided for permanent tenure, although specifying that teachers might be dismissed for cause in a prescribed manner. Since the provisions of the act had been voluntarily accepted in principle by the board as early as 1902, there has been little tendency for this body to attempt to contravene its specifications.

The high-school principal was provided with a clerk in 1909 and with a vice principal, or an assistant to the principal, in 1910. Certain other dates are significant in the development of the high-school administrative staff. In the following list the year accompanying the name indicates the date of appointment of the first official of the type: a dean of girls, 1912; a second clerk, 1918; a matron, 1920; a full-time librarian, 1922; one or more administrative aids, 1924; a dean of boys, 1925; an adjustment teacher, 1937. The positions of both deans were abolished in 1932.

CHAPTER VI

THE PUBLIC HIGH-SCHOOL BUILDINGS

The high-school buildings over a period of eighty-three years have become progressively more and more complex and better adapted to the functions which the public high school has assumed from year to year. Central High School, the first public high school in the city, had only the following special rooms: a combined study, assembly and lecture room on the third floor; a tiny library; cloak rooms; and a very small office for the principal. The next special type of room introduced into the high schools as new buildings were erected was the chemical laboratory, generally located in the basement. Regular class rooms were used in Central High School for science, music, art and other special subjects. Special rooms, with the necessary special facilities, were included in the plans for new buildings, or for additions designed to rehabilitate old buildings, in approximately the following order: toilet rooms in the basement; physical and biological science laboratories; gymnasiums; adequate administrative suites; tower toilet rooms and lavatories; rest rooms for teachers; shops for boys; mechanical-drawing rooms; domestic-science rooms; commercial rooms; cafeterias; adequate auditoriums; vocal music rooms; art rooms; social and civic rooms; rest rooms for girls; swimming pools; instrumental music rooms; booths for moving picture projectors; R.O.T.C. facilities, including drill halls, store rooms, lecture rooms, offices and rifle ranges; student activity rooms; rooms for bicycle storage; practice rooms for dramatics groups; adequate library facilities; conference rooms and adjustment offices to be used in connection with individual guidance work; home arts laboratories; and industrial arts laboratories. This serial listing of special rooms does not take into account, of course, the periodic improvement in construction, location, and design of these facilities. The need for special cloak rooms disappeared when the policy was adopted of providing individual lockers for the storage of the personal property of each student. The need for projection booths was practically eliminated when the board's film library was

limited to non-inflammable films.

Documentary evidence of the development of these special facilities will be given in this report in so far as such evidence exists. But before it is presented, an account will be given of the development of general policies with respect to high-school buildings. Fragments of this evidence, it must be pointed out, have been presented in other sections of this study.

Relations of the Board with Other Legal and
Extra-Legal Organizations and Officials
Exercising Control over Chicago's
High-School Buildings

Relations with commissioner of buildings.--The board of education was free to construct high-school buildings more or less as it wished from 1856 to 1898. In 1897 the city council established by ordinance a department of buildings. That ordinance reads, in part, as follows:

There is hereby established an executive department of the municipal government of the City of Chicago which shall be known as the department of buildings, and shall embrace a commissioner of buildings. . . . He shall be appointed by the mayor, by and with the advice of the city council, on the first Monday in May, 1897, or as soon thereafter as may be.¹

The commissioner of buildings was required to recommend to the city council an appropriate building ordinance, to recommend periodically appropriate revisions of it, to issue building permits only after reviewing the plans for proposed new buildings to make sure that they complied with the provisions of the municipal building code, to inspect buildings to make sure that there were no violations of the city ordinance with respect to required precautions against fire and other hazards, to enforce all such ordinances, and to construe them.

Section 7 of the building ordinance adopted by the city council on March 28, 1898, provided as follows for inspection of school buildings in the city:

The commissioner of buildings shall inspect all school buildings, or any parts or appliances thereof, and sufficiency of their doors, passageways, aisles and stairways, and generally their facilities for egress in case of fire or other accident; the strength of their floors, their safeguards connected with the storage of combustibles, their appliances for the extinguishing of fires and for resisting the spread of

¹The Revised Code of Chicago, p. 44. 1897.

fire, and shall make returns of all violations of the several provisions of this ordinance to the Law Department for prosecution.¹

The revised building ordinance of 1910 provided, in Article XI, pages 192 to 198, definite specifications for school buildings erected in the city. Furthermore it required the architect of the board to certify to the commissioner of buildings that all plans for school buildings complied with the city's ordinances for such structures. This revised ordinance further provided as follows for periodic inspection of school buildings, for the purposes given in the foregoing quotation, by various officials of the city:

The commissioner of buildings, fire marshal, city electrician, and superintendent of police, or any of them, shall have power to close or order closed any buildings used wholly or in part for the purpose of class VIII [school buildings] wherein there is a violation of the provisions of this ordinance, and to keep the same closed until such provisions are complied with.²

The general impression gained from the reading of the annual reports is that the board has consistently manifested a spirit of coöperation with city officials with respect to building regulations affecting schools. From the beginning it authorized and encouraged its architect and other school officials to comply with the regulations of the city's building commissioner. No evidence exists in the board's records to show that the legal right of the city council of Chicago to impose regulations upon the board of education with respect to its school buildings was ever called into question.

The building code of the city has been revised several times since it was first adopted by the council. A revision of it has only recently been completed. This revision imposes many new restrictions on the board with respect to school buildings, but no attempt will be made to list here the numerous restrictions and regulations that have been imposed by the various municipal building codes upon the board of education. Those interested in such details can find them in the printed building codes available in the Municipal Reference Library of Chicago.

¹An Ordinance Relating to the Department of Buildings and Governing the Erection of Buildings, Etc. in the City of Chicago, pp. 5-6. March 28, 1898.

²Revised Building Ordinances of the City of Chicago, p. 98. 1910.

Relations with accrediting agencies.--In recent years three accrediting agencies have inspected high schools and have made recommendations to the board with respect to buildings, namely: the North Central Association of Colleges and Secondary Schools, the State Department of Public Instruction, and the University of Illinois. The board has generally coöperated with them and taken the necessary steps to correct any deficiencies in the high-school buildings with respect to the standards established by these agencies for equipment and janitorial service.

The Development of General Policies with
Respect to High-School Buildings

The degree of permanency desirable.--Periodically, the question of the degree of permanency desirable in school buildings has come up for consideration. It has been contended by some that buildings should be built to last only twenty years, after which period they should be razed and replaced by more modern structures. There are good arguments for this contention. Progress in education is rapid. Building materials and equipment soon become obsolete. Moreover, school populations tend to shift. When schools take on new functions and activities they often encounter obstacles in the physical plant. But whether buildings are constructed with permanency in view, or as only temporary expedients, they are not likely to be abandoned in Chicago until condemned. The president of the board summarized the situation in 1898 as follows:

When we bear in mind that some of the old buildings were constructed without any special regard to permanency and have been in use for thirty or forty years, we should realize that the fire-proof buildings we are about to erect are likely to be used for school purposes upwards of half a century, and this permanency should emphasize the importance of the most careful planning and design.¹

Additional seats versus maintenance and rehabilitation.--There has been a tendency for the board to delay or neglect maintenance and rehabilitation of high-school buildings, as well as other school buildings, in order to be able to meet the constant need for additional seats. Such neglect has been most marked in periods of financial difficulties.

It was difficult before 1909 for the board to earmark funds

¹Forty-fourth Annual Report of the Board of Education, p. 165. Chicago, 1897-1898.

yearly for adequate maintenance of school buildings in view of the fact that the law required that such expenses be charged to the educational fund. There has not been a clear-cut policy in the city with respect to the per cent of the value of the school plant that should be set aside each year for its upkeep. This figure has ranged from one to three per cent with the various boards. President Schneider set the figure at one per cent in 1909 and secured legislation which made it possible to charge this item of expenditure to the building fund.¹

In 1922 Superintendent Mortenson recommended that the board authorize only those building improvements which would add seats, and that its aim should be a seat for every child.²

Superintendent McAndrew reported as follows on this issue in 1924: "Standard practice requires that not more than three per cent of the original cost of the building in high schools and two per cent in elementary schools be spent for purposes of maintenance."³

In 1925 the board became committed to the policy of reducing to a minimum expenditures for maintenance and rehabilitation of old buildings. They hoped in this way to be able to carry out a building program and schedule which had been drawn up by the newly created bureau of administrative research and building survey for the purpose of relieving seat shortage.⁴ An extensive building program went forward until the depression of 1929 forced the board to discontinue it. From 1932 to 1934 school construction was at a standstill, but building operations were resumed in the latter year with the aid of P.W.A. funds. Repairs and rehabilitation projects were very limited from 1925 to 1937. In 1937 Superintendent Johnson appointed a survey committee to inspect the high schools of the city and recommend all needed repairs and alterations. The needs were so numerous that a sum of \$1,250,000 was required to finance them, an amount almost sufficient to build a new

¹Fifty-fifth Annual Report of the Board of Education, p. 24. Chicago, 1909.

²Proceedings of the Board of Education, p. 116. Chicago, August 9, 1922.

³Annual Report of the Superintendent of Public Schools, p. 58. Chicago, 1924.

⁴Proceedings of the Board of Education, p. 1048. Chicago, April 22, 1925.

high school. Nevertheless the board adopted the recommendation of the superintendent that these improvements be effected.¹ At the present time most of this work of rehabilitation has been completed.

The need for flexibility.--Changes made in the high-school curriculum in Chicago have meant parallel changes in the physical plant. In 1875 the first significant change was made in the course of study of Central High School, and as a result the board took the following action in that year: "The committee on buildings and grounds was authorized to make such changes in the high-school building as may be necessary for the requirements of the new course of instruction to be adopted for the school."²

A difficulty encountered when changes were ordered in high-school buildings, and the steps taken to prevent the future recurrence of it are told in the following brief passage:

When the committee has ordered accommodations for manual training introduced into a school already erected, it has been found necessary to cut out heavy brick walls at a great expense.

We have modified the arrangement and construction of the schools so as to omit about half of the brick division walls.³

The replacement of many bearing walls by non-bearing walls made much greater flexibility possible within existing high-school buildings. But population shifts and the rapid building up of outlying residential areas necessitated the development of a plan for high-school buildings which would permit economical and efficient additions to them when needed. The board adopted the following recommendation of Superintendent McAndrew on June 24, 1925:

The superintendent recommends that the plans transmitted herewith for typical senior high schools . . . be adopted as the plans for typical senior high schools.

Reasons: The plans submitted propose a typical three-story building so prepared that the initial structure can accommodate 2,000 pupils and that additions may be added as required until the capacity of the school reaches 4,000 pupils.⁴

This plan provided for a U-shaped building. Additional

¹Ibid., p. 10. July 16, 1937.

²Ibid., p. 203. July 7, 1875.

³Forty-fourth Annual Report of the Board of Education, p. 166. Chicago, 1897-1898.

⁴Proceedings of the Board of Education, p. 1661. Chicago, June 24, 1925.

units could easily be built by extending both wings of the U, and an additional unit could easily be added in the middle of the court which would convert the U into an E.

When the architect was faced with the problem of adding a unit to a high-school building not originally planned with an addition in view, he frequently encountered many difficulties. Often the site was inadequate; and, in view of the fact that all land adjacent to it had been improved with apartment buildings, condemnation proceedings became almost prohibitive from the point of view of cost. Frequently the additional unit caused much waste in space because special adjustments were necessary to avoid the exclusion of natural light, to heat and ventilate it satisfactorily, and to exclude noise.

The problem of expanding high-school enrollments.--President Halle reported as follows in 1897 on the policy of the board with respect to the problem of caring for expanding enrollments:

We have found it the part of wisdom to construct additions to buildings, instead of purchasing sites and putting up separate schools. By this policy we avoid increasing the pay roll, except to the extent of providing the necessary teachers. Otherwise we would require principals, engineers and janitors for the separate buildings, and then again the personnel of a school is not disturbed as it has been when buildings have been opened in the vicinity of others.¹

This policy of adding large units to existing high-school buildings accounts for the relatively large high schools.

Buildings added to the high-school system in recent years have been relatively small. This reduction in size has resulted largely from the conversion of ten junior high schools into senior high schools, and the construction of several additional senior high schools from plans originally designed for junior high schools. The one notable exception to this generalization is the Lane Technical School for boys. It was built to accommodate approximately 6,000 students.

Shortly after the turn of the century it became customary to relieve overcrowding temporarily by the use of portable buildings. President Harris was the first to mention portables. He reported as follows in 1901: "The possibility exists that movable buildings, now being experimented with in other cities, may be

¹Forty-third Annual Report of the Board of Education, p. 121. Chicago, 1896-1897.

given a trial in Chicago in the effort to solve this problem of temporary school accommodations."¹ By 1904 the board had become quite definitely committed to the policy of erecting portables to relieve overcrowding in the high schools as well as in the elementary schools.²

It had been customary prior to 1900 for the board to relieve overcrowding in elementary schools, and in high schools also to some extent, by renting quarters in the vicinity of crowded buildings. Such quarters were generally poorly lighted, badly heated, and inadequately ventilated. Furthermore, they were often located in basements and were improperly laid out and equipped for school purposes. Moreover, rents had to be paid from the educational fund, whereas the expenditures for portable buildings were chargeable to the building fund. The practice of renting quarters for high-school purposes has now practically been eliminated in Chicago. The following exceptions exist: the Lake View High School is using rented quarters temporarily for the accommodation of its band;³ and the Hirsch High School is using rented quarters temporarily for the accommodation of physical education classes.⁴

Since 1932 the board has been committed to the policy of eliminating all portable buildings in Chicago.⁵ At the present writing, the high schools are using practically no portables for the relief of their overcrowding. Additions and new buildings are being constructed to furnish sufficient seats to make it possible to operate schools without the use of portable buildings. The latter have been condemned because they are unsightly, poorly heated in winter, not well adapted to instructional purposes, excessively warm in summer, and generally not connected with the main building in such a manner as to protect from inclement weather the students who must attend them. The revised building code of 1938 provides that no portable shall be used in the same location for

¹Forty-seventh Annual Report of the Board of Education, p. 61. Chicago, 1900-1901.

²Fiftieth Annual Report of the Board of Education, p. 16. Chicago, 1904.

³Proceedings of the Board of Education, p. 126. Chicago, August 25, 1937.

⁴Ibid., p. 494. December 15, 1937.

⁵Ibid., p. 1579. May 25, 1938.

more than two years.

High-School Buildings Typical of Various Periods

Central High School, opened in 1856.--Central High School, opened in 1856 and abandoned in 1880, is a square structure, built of Athens stone. It is not fire proof. Originally both the first and second floors had six class rooms each. There were only three class rooms on the third floor, the remainder of the space being given over to a combined assembly, study, and dramatics hall. The ceiling of the basement was too low to permit its use for instructional purposes, but a room in it was fitted up in 1875 for use as a chemical laboratory.¹ This building is now used by the board as a warehouse.

The Northwest Division High School, opened in 1889.--A branch of the West Division High School was opened in the Columbus School in 1888. In 1889 this branch was moved and became the new Northwest Division High School, located at the corner of Davis Street and Potomac Avenue. The following statement briefly describes this Northwest Division High School, later renamed the Tuley High School:

The Northwest Division High School building is a two story building with sixteen class rooms, besides four recitation rooms, a large room for gymnasium, also a large lecture room, room for classes in drawing and for chemical laboratory, and an assembly hall on the third floor. . . . The cost of this building has been about \$110,000.²

The second Hyde Park High School, opened in 1894.--Shortly after the annexation of the Hyde Park High School, in 1889, the board erected a fine new building on the old site, on Kimbark Avenue between Fifty-sixth and Fifty-seventh streets. It was opened on March 26, 1894. A description of it follows:

It has thirty-four class rooms and assembly hall, and in architectural beauty will compare favorably with any other public-school building in the country. It is supplied with the most perfect system of steam heating, sanitary ventilation, and electric service. It is the largest high-school building in the city, and in the finish and furnishing throughout is considered to be the most complete and suitably adapted for

¹Proceedings of the Board of Education, p. 434. Chicago, September 30, 1873.

²Thirty-eighth Annual Report of the Board of Education, p. 99. Chicago, 1891-1892.

the purpose of its erection.

The laboratories are numerous, and supplied with the latest and best chemical, philosophical and biological apparatus. The gymnasium was fitted up and equipped at an expense of \$2,425.¹

The Waller High School, opened in 1898.--Between 1894 and 1897 the board had experimented with plans for making its school buildings completely fireproof. But such construction was very costly. Hence plans were modified in such a manner as to make new structures only partially fireproof. The following description of the new Robert Waller High School, 2007 Orchard Street, gives an idea of the ornamental features and fire-resisting construction which were considered ideal for high-school buildings in 1898, the year the new Waller was opened:

The general arrangement of the class rooms and special departments has been very carefully studied, until the convenience and equipment will stand on par with the very best examples in the United States. The exterior is designed in classic style and will be of a monumental character.

It has seemed best to your committee to modify somewhat the extent of fireproof construction, and they are now strongly of the opinion that fireproof floors in the corridors, with iron stairs leading to all exits, affords ample protection, as a comparatively small number of children are confined in each room and are beyond danger as soon as they reach the corridors. Each room is entirely enclosed with fireproof walls or partitions, and the ceilings are protected by wire lath and plaster. This modification results in the saving of thousands of dollars.²

The assembly hall in the Waller was placed on the first floor. Prior to the erection of this building, it had been customary to place the auditorium on the third or fourth floor.

The Senn High School, opened in 1912.--The Senn High School was opened in 1912. The new building which housed this school was rectangular in shape and three stories in height, with no inner court and no basement. Placed in the central part of the rectangle were: an auditorium built large enough to seat the whole student personnel, approximately 2,000; a comparatively large cafeteria; a gymnasium with shower and locker rooms; and several shops. The ends of the rectangle faced north and south. Corridors ran the length of the building on the east and west sides, flanked on either

¹Fortieth Annual Report of the Board of Education, p. 123. Chicago, 1893-1894.

²Forty-fifth Annual Report of the Board of Education, pp. 115-116. Chicago, 1898-1899.

side by banks of classrooms. The inner bank of classrooms received natural light through large areas of glass installed above the wainscoting of the halls. A cross corridor located to the south of the auditorium made communication possible between the classroom facilities on the east and west sides of the building. The cross corridor was flanked by laboratories and drawing rooms on the third floor. There was a large library on the second floor, and adequate toilet facilities on all three floors for both boys and girls. On the third floor was located a very fine lecture room, suitably constructed for use by dramatic arts classes. A sort of penthouse on the fourth floor served as a choral room. The household arts suite and the commercial suite were the finest known for the period.¹

The Roosevelt High School, opened in 1926.--The Roosevelt High School, built in 1926, like the Calumet and the Fenger, is U-shaped. The long axis runs east and west, with wings projecting to the north from either end. Jutting to the east from the extremity of the west wing is a shop annex only one story in height. All the rest of the building is three stories in height. The auditorium and cafeteria occupy most of the east wing, and the facilities for physical education occupy most of the west wing, although there is a bank of classrooms on the court side of the corridor in either wing. The administrative suite is placed on the first floor in the center of the long axis. Above it the library and its adjacent study hall are located. Both the administrative suite and the library are faced by a spacious foyer. All classrooms have unobstructed views on street or court, hence all receive ample natural light.

The Steinmetz High School, opened in 1934.--The Steinmetz High School, opened in 1934, is a three-story, T-shaped building. The long axis of the building runs north and south. There are short wings at either end of it. A promontory extending west from the center of the main axis houses the auditorium, locker rooms, gymnasiums, cafeteria, boiler room, R.O.T.C. suite, adjustment rooms, a few classrooms and the engineer-custodian's suite. This central extension runs considerably beyond the north and south wings. The south wing houses the science laboratories. The first floor of the north wing is devoted to shops, the second floor to a print shop and two classrooms, and the third floor to art rooms.

¹Fifty-eighth Annual Report of the Board of Education, p. 43. Chicago, 1911-1912.

The Development of Special Physical
Facilities for Certain Types of
High-School Work

Science and mathematics.--In 1873, as has been previously mentioned, a chemical laboratory was fitted up in the basement of Central High School. The cost of it was only \$500.¹

The principal of the South Division High School, Jeremiah Slocum, urged the board to fit up a room on the third floor of his school for a chemical laboratory in 1882. His appeal was only partially heeded. The laboratory was fitted up in the basement.²

In 1886 a platform for the use of classes in astronomy was constructed on the roof of the West Division High School.³

Authority was granted by the board in 1891 for the fitting up of a laboratory and science room on the third floor of the Lake View High School, at a cost of \$300.

Superintendent Lane reported as follows in 1894:

In the recent recommendations of the Committee of Ten, and in the discussions which have followed, it has been gratifying to know that our high-school system is fully abreast of the demands for change and improvement, which that committee recommended. The demand for more practical work in the high schools, especially in the sciences, induced the board of education to fit up laboratories and equip them with necessary apparatus and appliances.⁴

In 1895 a three-story unit was added to the West Division High School, Congress Street and Ogden Avenue, for the express purpose of providing adequate laboratory facilities for the science department. The first floor was devoted to biology, the second to physics, and the third to chemistry. The chemical laboratory was located on the third floor in order that its fumes would not penetrate to the other floors of the building.⁵

Writing in 1896 Assistant Superintendent Nightingale said:

All high schools are now equipped with good laboratories for work in biology, physics and chemistry. They furnish advantages for elementary scientific study superior to those

¹Proceedings of the Board of Education, p. 434. Chicago, September 30, 1873.

²Ibid., p. 152. 1882-1883. ³Ibid., p. 5. 1886-1887.

⁴Fortieth Annual Report of the Board of Education, p. 45. Chicago, 1893-1894.

⁵Forty-second Annual Report of the Board of Education, p. 47. Chicago, 1895-1896.

furnished by most of the colleges of the land twenty-five years ago.¹

Laboratories for the teaching of physical geography were installed in all the high schools shortly after 1903. They were not very long lived, however, as this subject was not retained very long in the curriculum. It was replaced by general science, a subject for which only a demonstration table was needed.

A botanical garden was authorized for the Bowen High School in 1911, at a cost of not over \$500.² The senior-high-school buildings constructed since 1912 have usually been equipped with conservatories for the use of the botany department.

Commercial.--Not much change in the standard classroom was necessary for the installation of typewriters, dictating machines, comptometers, office-practice equipment, and book-keeping desks, although some of the rooms containing certain types of this commercial equipment had to be slightly longer than standard academic classrooms. The width of all classrooms has been approximately twenty-five feet since it has become the practice to admit natural light into them from one side only. A width greater than twenty-five feet causes too great a degree of obscurity on the side of the room opposite the windows. A special type of laboratory has been developed for commercial geography.

Academic subjects.--No special development has been made in the type of room provided for regular instruction in foreign languages, English, mathematics, and other academic subjects. Special rooms for dramatic arts, a special phase of English, are provided in the newer buildings.

Music.--Special rooms for instrumental and vocal music were a comparatively late development in the high schools. Most of these facilities have been installed since the World War. Many of the music rooms have been altered since 1936 to make them more serviceable. The chief problems have been: to isolate the sound from the rest of the building, to reduce the reverberation within the instrumental music rooms, to provide safe and adequate storage space for musical instruments and sheet music, to provide practice and instruction booths for groups playing the various types of wind and

¹Ibid., p. 73.

²Proceedings of the Board of Education, p. 926. Chicago, May 17, 1911.

string instruments, and to provide adequate space for the assembling of the largely augmented bands, orchestras and choral groups.

Physical education.--Principal Dupée, of Central High School, reported as follows in 1859:

During the year, the boys of the school erected, at their own expense, a gymnasium, at the cost of upwards of \$100. Very beneficial results were soon apparent, in the increased health and vigor of the boys, and in their appreciation of the utility of regular and appropriate exercise. The gymnasium was, of necessity, erected in the open air, and cannot be used except during the warm months. No facilities for physical exercise for girls yet exist.¹

In 1889 light gymnastic exercises with dumb-bells and Indian clubs were introduced into all the high schools.² All students were required to participate in these exercises for a period of fifteen or twenty minutes per day. No gymnasium was necessary for this kind of physical training. It was carried on in the corridors, out in the open air, or in the assembly hall. Nevertheless a gymnasium, the first indoor gymnasium in a Chicago high school, was provided in the Northwest Division High School building, erected in 1889. Supervisor Suder commented on this innovation thus in 1891:

Calisthenics in our public schools so far have been a success, as principals as well as teachers assist our special teachers to make their work successful, but I think it was a wise step on the part of the board of education to provide a gymnasium in a new high-school building. . . . The gymnasium of the Northwest Division High School is as I believe the first gymnasium in connection with a public school in our country.³

This gymnasium was ninety feet long, forty feet wide, and twenty-six feet high. It was equipped with apparatus for individual as well as class work. An instructor was assigned to take charge of the gymnasium. Both girls and boys received instruction two times per week in it.

The granting of a gymnasium to the Northwest Division High School led to a demand for one in each high school. The board was embarrassed by requests from students for permits to attend high

¹Sixth Annual Report of the Superintendent of Public Schools, p. 52. Chicago, 1859.

²Thirty-fifth Annual Report of the Board of Education, p. 52. Chicago, 1888-1889.

³Thirty-eighth Annual Report of the Board of Education, pp. 237-238. Chicago, 1891-1892.

schools with gymnasiums and adequate facilities for physical education. Similarly, a considerable number of boys now request permits to attend high schools which have R.O.T.C. units, in view of the fact that only twenty-seven of the high schools have them.

Supervisor Suder reported progress as follows in 1905 toward his goal of providing a gymnasium for every high school:

Two new high schools, the Wendell Phillips and the William McKinley, were fully equipped with modern apparatus for school gymnastics during the current year. There still remain five high schools in which no apparatus has been installed.¹

The facilities for physical education in the high schools had to be doubled after 1910 because of a change in policy with respect to this work. Prior to 1910 one man was assigned to a high school, part time or full time as the number of students required, to instruct both boys and girls one period per week in gymnastics. Only one gymnasium was needed, as only one instructor was present at any one time in a building. The board adopted the following recommendation of Superintendent Young in 1910:

It has been decided to recommend that the time allowed for physical education in the high schools be doubled, so that this subject will be given two periods per week instead of one, as at present. Several physicians have written to the superintendent objecting to the present plan, under which girls in the high schools are taught by men teachers of physical education.²

In order to segregate the sexes for instruction in physical education it became necessary to provide two gymnasiums in each high school, one for boys and one for girls. Each of these gymnasiums had to be provided, of course, with the necessary complement of shower and locker rooms. The new Hyde Park and Senn high schools, for example, erected in 1911 and 1912, were provided with such facilities.³ These new buildings were also equipped with swimming pools, which were used by the boys and girls alternately. It is still the policy of the board, in 1939, to provide only one swimming pool in a high-school building.

¹Fiftieth Annual Report of the Board of Education, p. 120. Chicago, 1904-1905.

²Proceedings of the Board of Education, p. 409. Chicago, December 14, 1910.

³Fifty-ninth Annual Report of the Board of Education, pp. 222-223. Chicago, 1913-1914.

Physical education proper was relegated to a place of secondary importance during the period of the World War when military training became dominant. But after the signing of the Armistice in 1918 a campaign for the restoration of American games and sports and instruction in physical education was launched. The following statement of desirable policy impressed the board and they set in motion a long-time program for the complete rehabilitation of facilities for physical education in the public high schools in order to serve better their purpose: "In accordance with the recommendation made by the executive committee of high-school principals, it is urged that suitable provision be made for the employment of men and women teachers of physical education who are qualified to carry out to the fullest extent games, athletics, contests, and American sports."¹

Superintendent Mortenson set forth as follows in 1918 the deficiencies in facilities for teaching swimming:

It is found that the following schools are not provided with swimming pools, and it is urged that due consideration be given this in planning improvements and changes:

Austin High	Crane High
Bowen High	Englewood High
Calumet High	Fenger High
Flower High	Morgan Park High
Lane High	Phillips High
Marshall High	Tilden High
McKinley High	Tuley High
Medill High	Waller High

All the high schools mentioned in the foregoing list are now provided with swimming pools except three: the Bowen, the Medill and the McKinley. All new high schools added to the school system since 1918 were provided with swimming pools when built.

The first gymnasiums were comparatively small and they were not provided with adequate locker and shower accommodations. Hence it has been necessary in recent years to rehabilitate the physical-education facilities in all the older high schools. The newer high-school buildings originally planned as senior high schools have the following facilities for physical education: at least two gymnasiums, one for boys and one for girls; one or more corrective gymnasiums; separate locker and shower facilities for each of the sexes; a swimming pool; an adequate field for sports and games; at least one room for health classes; and adequate

¹Sixty-fifth Annual Report of the Board of Education, p. 57. Chicago, 1918-1919.

facilities for the R.O.T.C. unit, including a drill and lecture hall, an office, storage space for rifles and uniforms, and a rifle range.

In 1936 numerous facilities for the promotion of a program of sports and games were authorized for the Hanson Park School site, located at Grant and Central avenues. These facilities are to be used by the high schools of the West Side of the city. The following statement describes the project:

This project involves an expenditure of approximately \$300,000.00 for labor and materials, furnished in its entirety by the Works Progress Administration of the Federal Government, and includes the construction of a field house, baseball and football fields, tennis courts, etc., and is scheduled to serve the Hanson Park School and all other schools in this section of the city.

All of the work in the construction of this new athletic field is being done under the direction of the architect from plans and specifications prepared in this office.¹

Similar facilities are being provided in other sections of the city, about a half dozen such projects in all.

Since 1924 it has been the policy of the board to plan the gymnasiums, and their locker, shower and toilet facilities in such a way that the athletic teams and general public may have access to these facilities without interference with the rest of the building. Special locker rooms are provided for visiting athletic teams. Outside entrances have been provided for these facilities, and they have been so planned that their communication with the rest of the building may be shut off without violating safety ordinances.²

Shops.--The development of industrial arts in the high schools has been told in Chapter IV of this study. In 1908 Supervisor Smith reported improvement in the accommodations for shop courses thus:

The character of rooms being used for manual training is being greatly improved. The decoration and general appearance of the room is receiving more and more attention and the conclusion is being slowly reached that manual training requires a room as well lighted, heated and ventilated as the regular class rooms.³

¹Proceedings of the Board of Education, p. 1163. Chicago, 1936.

²Annual Report of the Superintendent of Public Schools, p. 50. Chicago, 1924.

³Fifty-fourth Annual Report of the Board of Education, p. 266. Chicago, 1908.

A survey committee reported in 1914 that there were enrolled in the sixteen academic high schools of Chicago a total of 17,007 pupils. Of these 1,819 were enrolled in vocational courses. They were distributed as follows: in classes dealing with metals, such as forge, foundry, sheet metal, machine shop, and print shop, 452; in wood-working classes, 1,093; in classes dealing with electricity and electrical work, 274.¹ This enrollment in shop courses meant that a large portion of the floor space devoted to class rooms in the cosmopolitan high-school buildings was used in 1914 by the technical departments for boys.

Supervisor Bauersfeld reported in 1924, ten years later, that fifty-three per cent of the total number of boys in the high schools were enrolled in technical courses, distributed to nine different types of shop: foundry, machine shop, electrical construction, auto mechanics, sheet metal, and printing. Of course, most of these boys were taking allied mechanical drawing. The provision of the necessary space for shop courses meant increased costs for high-school buildings and equipment.

The opening of junior high schools in 1924 resulted in the transfer of excess elementary woodworking, sheet metal, electrical construction, printing and mechanical drawing equipment from senior high schools to these new institutions.²

One of the most perplexing problems with respect to technical work for boys in the high schools has been the alterations and modifications in buildings necessitated by changing policies in connection with this phase of the curriculum, shifting populations, changing modes in the demand for various shop courses in the different communities, attitudes of principals and other administrators toward technical work, and the march of progress in the development of this department.

The large increase in the number of Smith-Hughes classes in the central technical high schools,³ the elimination of the ninth grade from these schools,⁴ and the installation of the indus-

¹Sixtieth Annual Report of the Board of Education, p. 232. Chicago, 1914.

²Annual Report of the Superintendent of Public Schools, pp. 121-122. Chicago, 1926.

³Oral report from Mr. Lehr, statistician.

⁴Proceedings of the Board of Education, p. 1374. Chicago, May 12, 1937.

trial arts laboratory as the standard technical course for ninth-grade boys¹ in the high schools are necessitating at present many changes in the building accommodations for shop work. However, because of the flexibility of most of the high-school buildings of today, such changes are being made without a great deal of difficulty and expense.

Household arts.--Mary Snow, supervisor of household arts, reported as follows in 1907: "A domestic-science department was opened in the Lake High School in February, 1907, and proved very popular. It is expected that several of the other high schools will be ready to start this work in the fall."² She went on to say that one of the chief obstacles to the inauguration of household-arts work in numerous high schools was the lack of suitable space for the accommodation of cooking and sewing rooms.

The development of adequate facilities for household arts paralleled the development of shop facilities for boys. A laundry was installed in several high schools, but laundering did not prove very popular with the girls. Model flats were built in several high schools, but were later dismantled. Facilities for home nursing were provided in the Roosevelt, Calumet, and Fenger but were never used. The rooms built specially for this course were equipped as biology laboratories. However, the sewing and cooking courses have attracted girls in large numbers, and all high schools are equipped with rooms for instruction in these subjects.

Superintendent Johnson has promoted the development of a home arts laboratory course for ninth-grade girls to parallel the industrial arts laboratory course for ninth-grade boys.³ Consequently, home arts laboratories are now being provided in every high school where suitable space can be found. Such a laboratory requires a suite of rooms so located that intercommunication between them is possible. This type of accommodation has been provided or planned for several of the high schools.

Work rooms for teachers.--Work rooms for teachers have been provided in the high schools built since 1925. The reason for the

¹Oral report from Dr. Newkirk, director.

²Fifty-third Annual Report of the Board of Education, p. 137. Chicago, 1906-1907.

³Annual Report of the Superintendent of Public Schools, pp. 214-215. Chicago, 1937-1938.

provision of such rooms was stated as follows by Superintendent McAndrew in 1925: "Since it is not necessary to have as many rooms as there will be teachers, small work rooms or departmental offices are provided where teachers may meet individual pupils and do other necessary work when not instructing classes."¹

Two class rooms have been set aside in each high school to be used by teachers during the periods which they devote to adjustment, guidance and personnel work. One of these rooms has been equipped as a conference room and the other as an adjustment office. Adequate guidance suites are being specially planned for future high-school buildings.

Superintendent McAndrew's Policies with Respect to High-School Buildings

Superintendent McAndrew took an active hand in the planning of high-school buildings. He collected important educational data for the guidance of the architect and coöperated with him in the development of plans. The chief results of such coöperation were: better adaptation of the high-school buildings to their purposes and functions; location of auditoriums, libraries, and gymnasiums to facilitate community use of these facilities without the necessity of opening, lighting, and heating other portions of the buildings; provisions for the complete isolation of kitchens and service counters from lunch rooms to facilitate the use of the cafeterias as study halls, music rooms, and assembly halls for community meetings; more adequate provision of space for the display of posters, pictures, and pupils' work.

The Development of Certain Special Facilities for Other Purposes than Departmental Instruction

Toilet facilities.--The toilet facilities in the schools were located outside the school buildings prior to the Chicago fire of 1871. The Jones School was burned during this conflagration. When it was rebuilt in 1873 the board authorized the architect to place the toilets in the basement, and it became the policy of the board to place toilets in the basement of all buildings to be built subsequently. The following statement sets forth the reasons for the change in policy:

¹Ibid., p. 100. 1925.

Wherever proper sewer connections can be had, your committee thinks these closets should be placed in the basement, as they cost decidedly less, and obviate one of the objections frequently made by persons living contiguous to our schools. We contemplate still further improvements in their arrangement, which will make them absolutely free from any objection.¹

The basement was considered the appropriate place for toilets in school buildings for many years. The annual reports do not state definitely the year when the first tower toilets were installed in a Chicago school, but it became the practice in the city to superimpose toilet rooms one above the other on each floor of new high-school buildings. Two such towers were provided, thus giving toilet facilities for both boys and girls on each floor. This policy meant that all the toilet facilities for boys were located at one end of the building, and all those for the girls at the other end.

This arrangement was an inconvenience, but an improvement over basement toilets. When the average enrollments in high schools grew from 1,000 to 2,000 and eventually to 3,000 students, the toilet facilities had to be doubled or tripled. This growth in average enrollments in high schools made it possible to provide toilet facilities for both sexes on each end of the long axis of the U or E shaped buildings.

Flag staffs.--The board took the following action regarding flag staffs in 1889: "At the meeting of May 1st, 1889, the committee on buildings and grounds was instructed to have all the new buildings prepared with a view of putting up flag staffs to the height of thirty feet."²

Corridors, floors and staircases.--It became the custom after 1897 for the board to use fireproof materials in the construction of staircases and corridors. The concrete floors in the corridors have been covered with various types of materials for the elimination of noise: asphalt, mastic, terrazo and linoleum tile. The latest and most satisfactory flooring for corridors is linoleum tile. Terrazo has proven most satisfactory for stair treads. Various types of materials have been used for wainscoting in corridors: pine, hard wood, plaster covered with painted burlap, glazed

¹Twentieth Annual Report of the Board of Education, pp. 129-130. Chicago, 1873-1874.

²Thirty-fifth Annual Report of the Board of Education, p. 89. Chicago, 1888-1889.

brick, and tile. The latter two materials seem to be most satisfactory. Staircases in the most modern buildings are completely isolated by the use of metal fire proof doors. Steel window casings are used for the windows lighting stair wells.

Auditorium.--The auditorium was placed on the third or fourth floor in all high-school buildings constructed prior to 1900. The architect placed the auditorium in the Robert Waller High School, opened in 1900, on the first floor. The auditorium in the McKinley, also located on the first floor, shows an improvement over that of the Waller. Both of these auditoriums are still extant. There is no pitch to the floor in either of them. The Waller auditorium has windows on the right side and in the rear. It makes an ideal study hall, but it can not be used very satisfactorily for dramatic or musical productions or for visual education. The McKinley auditorium is located in the center of the square building. Natural light is provided through a sky light of considerable area. This hall was the pride of the city at the time it was built, and is still a room of great beauty. But it does not serve the auditorium purposes of a modern high school. No attempt will be made to describe here the improvements in the assembly halls in typical buildings since the erection of the McKinley.

Superintendent Young reported thus in 1913:

The general endorsement of the use of public-school buildings by the community has given an impetus to the construction of large assembly halls. With the community idea, support has been given to the demand of principals that the assembly hall be sufficiently large to seat the school membership, thus making it possible to bring all divisions of the school into closer relations. A step toward recognizing this demand, and at the same time developing types of assembly halls that shall be perfect in acoustic and lighting properties, was made recently by the adoption of three types of halls, seating 700, 1,000, and 1,500 respectively.¹

It has been difficult to develop an auditorium for high schools with satisfactory accoustical properties. The halls built in recent years, however, have been greatly improved. Attention has been given to the shape of the auditorium, the arrangement of stage and curtains, the ceiling, walls, floors and balconies. Sound absorbent plaster is now used on walls. Floors are covered with linoleum tile. The ceiling is covered with celotex.

¹Fifty-ninth Annual Report of the Board of Education, p. 107. Chicago, 1913.

Stages are now being built like theater stages to make possible the proper presentation of the drama and musical programs.

The Naming of High Schools

In 1877 the board acted favorably upon the following recommendation of President Sullivan:

The custom of naming schools after living persons should be discontinued. It would be more sensible to designate them in such a way as to indicate their location. Our educational system is absolutely free, as it should be, from sectarian and other influences that would impair its usefulness and sap the very foundation of free schools.

Consequently, the first high schools built after Central High School was outgrown bore the following names: West Division High School, South Division High School, North Division High School, and Northwest Division High School.

The following statement sets forth the policy adopted by the board in 1904 for the naming of all public schools:

A definite plan of procedure for naming school buildings has been decided upon. The order of preference is (1) Names of Presidents of the United States; (2) Names of American statesmen, patriots, scientists, philanthropists, educators and authors; also persons who have rendered conspicuously distinguished services to the city of Chicago; (3) Names of foreign personages who have distinguished themselves in the field of science, art, literature, education, patriotism, and philanthropy.¹

Fire-Proofing, Lighting, Heating, and Ventilating

Fire-proofing.--Ten public school buildings were burned in the great Chicago fire of 1871. The total value of them was \$188,000.² Central High School was saved. This great conflagration did not lead, immediately at least, to the construction of fireproof school buildings. Not until 1895 was any serious attempt made to protect the school children from fire hazards. President Cameron reported on this matter as follows in 1896:

The general movement toward fireproof buildings has been recognized in the construction of school buildings in a manner

¹Fiftieth Annual Report of the Board of Education, pp. 18-19. Chicago, 1904.

²Eighteenth Annual Report of the Board of Education, p. 36. Chicago, 1872.

to insure the safety of the pupils without incurring the expense of an absolutely fireproof construction. . . .

All plastering is applied to the surface of walls or tile partitions, without the introduction of wood furring. All ceilings are plastered on metal lath, and in the buildings now under construction all stairways are of iron.¹

Further progress was reported by President Harris in 1898:

We are now going further and a special committee has been to the East with a view to the adoption of fireproof construction. Impressed with the dangerous fire risk, we have favored the substitution of iron stairways for wooden, and cement or burlap wainscoting for wooden. In some instances we have changed the corridor flooring from wood to cement, so that there should be nothing in the corridors to spread fire.²

The policy of making new construction fireproof resulted in a twenty-five per cent increase in cost of school buildings in 1898. Such an increase naturally crippled the building fund, and it was impossible for the board to carry through the building program which had been projected for the year. Consequently all bids on buildings were rejected and the architect was ordered to revise the plans in such a manner as to bring the building program in line with the appropriations.

The Iroquois Theater fire of 1903 resulted in the adoption of a permanent policy to make school buildings safe.³ Such a tragedy as this generally results in a great stir and the reforms necessary to prevent a repetition of it. The following quotation tells of the feverish activity which the Iroquois Theater fire precipitated in Chicago:

As a result of this fire and the consequent changes in the building ordinances, a large amount of work was rendered useless and plans partly or wholly completed were abandoned, thus occasioning great delay. . . . Then, too, the board of education was compelled to overhaul a large number of its old buildings, making them conform to the new regulations of the building department. Almost the entire force of the architect's office was put at work trying to properly safeguard the lives of the children of the city.⁴

¹Forty-third Annual Report of the Board of Education, p. 16. Chicago, 1895-1896.

²Forty-fifth Annual Report of the Board of Education, p. 165. Chicago, 1898-1890.

³Fiftieth Annual Report of the Board of Education, p. 1137. Chicago, 1904.

⁴Ibid., p. 13.

The high-school students are at present better protected from fire hazards than are the elementary pupils, for a number of reasons. The high school is a relatively late arrival upon the educational scene. Most of the increase in its enrollments has occurred since 1903, the date which marks the beginning of the policy of making all school buildings completely fireproof. Of the forty-three buildings now used for high-school purposes only eight were in existence prior to 1903, namely: the Austin, Englewood, Farragut, Lake View, Marshall, Medill, Tuley and Waller. With one exception, the Medill, these buildings have had recent new additions which dwarf the original buildings.

Lighting.--Superintendent Pickard recommended in 1875 that school buildings should be so constructed that light would be admitted to classrooms only over the left shoulder of the pupil.¹ He gave the following reasons for his recommendation:

Greater care is needed to prevent pupils from injuring their eyesight, while writing. Inclinations of the head which disregard focal distance, or exclude too much of the light reflected from the surface written upon, should be carefully corrected. The tendency to assume such awkward and unhealthy positions, arises in some class rooms, from the lack of sufficient light, in still many more from the admission of the light in a wrong direction. In the latter case, the defect could be remedied at a very slight expense, by changing the position of the desks so that light shall be admitted behind the pupil and at his left side. This change ought to be made at once, wherever possible.²

Central High School had six classrooms on each floor except the third. Three classrooms were located on either side of a central lobby which served both as corridor and stair well. This arrangement meant that four rooms on each of the first two floors were corner rooms. One room on the south side of the corridor and one on the north side of the corridor were located between the corner rooms. The disposition of the rooms on the north side of the third floor was the same as that on the second, but the whole south side of the third floor was given over to a combined assembly and study hall with a raised platform which might serve as a stage at the west end. This building was typical of other Chicago school buildings of the period in the arrangement of classrooms. It was

¹Proceedings of the Board of Education, p. 104. Chicago, February 23, 1875.

²Twenty-first Annual Report of the Board of Education, pp. 75-76. Chicago, 1874-1875.

customary to place windows in both outside walls of the corner classrooms. These were in the great majority, naturally, as long as the typical school building was an eighteen-room, three-story building, or a twenty-four room, four-story building.

Not before the administration of Superintendent McAndrew, 1924 to 1928, did the architect devise a plan for high-school buildings which would permit nearly all classrooms to receive light exclusively from the east or west, and in such a manner that the light would fall over the left shoulder of the pupil. The placing of most classrooms on either side of the long axis of a U- or E-shaped building, with the wings projecting to the east or west, proved to be a solution to the lighting problem. Special facilities for physical education, the auditorium, the cafeteria, and other such special accommodations were placed in the wings. Such special rooms might receive light from the north or south, or from two directions, without deleterious effects upon pupils' sight.

Electric lights were not generally installed in the school buildings before 1911, although gas fixtures had been provided previously. The following passage sets forth the new policy with respect to artificial lighting:

The inadequate lighting of class rooms on dark days in buildings where adjoining structures have restricted the light has been met by the equipment of such school buildings with artificial light. A large number of assembly halls formerly lighted by gas have had such equipment replaced with electric illumination.

During the year the complete wiring of new buildings was taken up and many of the later and all future new structures will have such equipment included. Special consideration has been given to insure a high efficiency at all desks.¹

No definite standard for lighting has been adopted for classrooms but the department of architecture seems to have in mind a standard of from six to ten foot candles. A standard of twenty-five foot candles is reached in the sight-saving rooms.

An improvement in window shades was made in 1912. It became customary after this date to use two shades on each window, each hung at the middle of the window frame; the upper shade running up from its roller, and the lower running down from its roller.² This type of shade made a better adjustment possible. Super-

¹Fifty-seventh Annual Report of the Board of Education, p. 41. Chicago, 1911.

²Fifty-ninth Annual Report of the Board of Education, p. 111. Chicago, 1913.

intendent Young commented as follows in 1912 on the new shade and a provision of the municipal building code with respect to glass area and width of classrooms:

With these shades and the construction of our school rooms in conformity to the building ordinance that allows a width of school room not to exceed twice the distance from floor to top of windows, and requires a glass area equal to one-fifth of the floor area, there can be no excuse except wilful negligence for any child's working at a half-lighted desk.¹

Heating and ventilating.--Central High School was heated by hot air furnaces. Hot air flues were built in the partitions, and the arrangement was such that while warm air was admitted into a room at one corner the vitiated air was discharged through a ventilating flue at another corner. A large valve was provided near the ceiling. It could be opened to permit the warm air to pass off into the main ventilating flue in case the temperature became too high.²

A change was made in the heating and ventilating system used in the schools as a result of a visit of a committee of the board to Madison, Wisconsin, in 1872. The following paragraph describes the change:

The erection of so many new school buildings at heavy expense, directed the attention of this board to the very important question of the best mode of heating and ventilating them. Several members of the board, in company with some experts, visited Madison, Wisconsin, for the purpose of inspecting the heating and ventilating apparatus there in use, in the State Capitol and in the Asylum for the Insane. These two buildings are heated and ventilated on the system of indirect radiation, by means of a fan, which, in winter, drives the fresh air over steam-heated coils into the different rooms distributing the heated air by means of ventilating flues every few minutes; while the same fan, in warm days, supplies the school rooms with a current of fresh and cool air. The advantages of this system of heating, over all other systems, seems to be obvious, and therefore, the board, having the health of the children under their care, concluded to adopt this plan for all the large new school houses.³

The following paragraph tells of a modification in the flues for carrying hot air to the rooms made at the same time that

¹Ibid., p. 11.

²Second Annual Report of the Superintendent of Public Schools, p. 8. Chicago, 1855.

³Twentieth Annual Report of the Board of Education, p. 137. Chicago, 1873-1874.

the system of heating was changed:

As a fire is a terrible evil to be guarded against, and especially in our public schools, we have discarded the use of the wooden partitions between the school rooms, which contain all the hot air ducts, and have substituted brick partitions, galvanized hot air ducts being built in the walls when constructed.¹

A further improvement of the steam heating system was made in 1882. The practice of forcing air over steam coils and blowing the warm air into the rooms was continued. But it had been found that there were certain rooms in the buildings which were difficult to heat in this manner. Furthermore it was desirable at times to heat certain parts of the building without being obliged to heat all of it. Hence provision was made for introducing radiators into these parts of the building to heat them by direct radiation. The following brief passage describes the system of heating adopted in 1882:

The steam heating apparatus introduced into the two new high school buildings is of the best design and will doubtless make the heating of these buildings very near perfection. Both direct and indirect radiation are used, the means for supply of fresh air and for exit of foul air are ample, and the ventilation must necessarily be excellent.²

Although this system was considered nearly perfect in 1882, it must have been very difficult to keep temperatures and ventilation right. A great improvement was made in 1886 when the electric valve control of heat was introduced. The following paragraph describes this innovation:

In connection with the subject of ventilation, another subject comes up, which is worthy of consideration, that of the regulation of the temperature of the school rooms. This has been very effectually accomplished by the electric valve service at the Grant and Froebel School buildings, which was first used during the past winter. By means of this apparatus a thermostat in each room is set at 70° and is so placed as to be beyond the control of either teacher or pupil; when the temperature of the room reaches 70° the heat is shut off and remains shut off till the temperature falls to 69°, when the valve again opens and remains open until the standard is again reached.³

¹Ibid., p. 137.

²Twenty-ninth Annual Report of the Board of Education, p. 17. Chicago, 1882-1883.

³Thirty-third Annual Report of the Board of Education, pp. 114-15. Chicago, 1886-1887.

The blast fan and the automatic control valve provided for temperature regulation, but an exhaust fan was needed to provide for proper ventilation. The following brief passage tells of the introduction of this element into the heating and ventilating plant:

The first application of the system of blast and exhaust fans for the purpose of securing effective ventilation in the public-school buildings of the city, was made at the Manierre School building, in 1885. The system has worked admirably from the time of its first introduction, supplying each pupil, in a room containing sixty pupils, with 1,800 cubic feet of fresh, moderately heated air per hour. The same system is now applied in the new West Division High.¹

The system now in use for heating high-school buildings is essentially the same in principle as that which had been developed by 1887. Of course it has been greatly refined and improved since that time. The replacement of horizontal galvanized iron air ducts by large air tunnels constructed of concrete, for example, has made it possible to eliminate the collection of much dust and dirt, as such tunnels can be kept immaculately clean. Relatively small heating and ventilating plants were needed to heat the small high-school buildings of the early period, but a multiplication of such units provides for a building of any size. The chief engineer designs the heating and ventilating plants to meet the needs of new buildings, and plans the rehabilitation of old plants that prove unsatisfactory. Many labor and fuel saving devices have been introduced in recent years. Experimentation with different types of fuel is nearly always in progress, and a force of supervising engineers visit the schools periodically to see to it that the plants are operated in such a way that efficiency and satisfaction will result.

Summary

During the period from 1856 to 1898 the board was free to plan and construct buildings as it chose, but in the latter year it was subjected to the control of the commissioner of buildings of Chicago. This official is expected to develop standards for safety and sanitation in school buildings and to enforce compliance with such standards.

Since 1900 high-school enrollments have increased so rapid-

¹Ibid., p. 114.

ly that it has been difficult to finance a building program adequate to house the increase. Furthermore, buildings have rapidly become inadequate or obsolete as a result of: expansion of the curriculum, development of the extra-curriculum, advance in standards for safety and sanitation, and general educational progress. Extensive programs of rehabilitation of old buildings have had to be undertaken periodically. Experience with such programs of rehabilitation has gradually led to the provision for a high degree of flexibility in the planning and construction of new high-school buildings. Population trends have been difficult to predict. Hence it has been necessary to provide for overflow pupils in portable buildings or by the extension of the school day. A building program has been undertaken in recent years sufficient in scope to make possible the elimination of most of the portables, and a few of the high schools are now able to operate on a regular eight-period day.

Toilet facilities were provided in out houses prior to 1871. For a number of years thereafter the toilets were placed in basements. The placing of toilet facilities on all floors of school buildings was a great forward step.

Auditoriums were commonly placed on the top floor in early high-school buildings. The Waller High School, erected in 1900, was the first to have an auditorium on the first floor. Many improvements in the high-school auditorium have been made since 1900: pitched floors; accoustical treatment of walls, floor, and ceiling; improved stage facilities; and better lighting.

Not until 1895 was any serious attempt made to protect high-school children from fire hazards. From 1895 to 1903 only the corridors and stairs of new buildings were made fireproof, but after the Iroquois Theater fire of 1903 steps were taken to make school buildings virtually fireproof.

Only recently have new high-school buildings been so planned that most classrooms admit light from only the east or west, and not until 1911 were electric lights generally provided in classrooms. Hot air furnaces were used to heat the first high school, but during the period from 1872 to 1887 a system of steam heating and forced ventilation was developed which provided for a supply of thirty cubic feet of fresh air, warmed to a temperature of 70°, for each child in every classroom.

CHAPTER VII

THE PROGRAM OF STUDIES AND THE CURRICULUM

For the purposes of this study the terms program of studies, curriculum, and course of study are defined as in the following quotation: "The programme of study [program of studies] should refer to all the subjects offered by the school; the curriculum to the special studies each pupil may be pursuing; and the course of study to the quantity and quality of the work to be done in each subject."¹

No attempt will be made to report here the development of the content, quantity, and quality of work to be done in each field of instruction in the high schools, nor in each subject and units of instruction in the various fields. In other words, the courses of study will not be treated. Only the development of the program of studies and the types of curriculums offered for certain groups of high-school students will be considered.

Although this chapter is organized by periods as determined by types of curriculums which have prevailed, the varying positions that the high schools have assumed with respect to particular issues will be easily discernible to the reader interested in tracing any particular question.

The Period from 1856 to 1875

The original curriculum of Central High School.--The student personnel of Central High School, opened in 1856, was distributed to four different groups, and the length of time required for graduation for each group was prescribed as follows: "The term of attendance upon the high school necessary for graduation shall be, in the teachers' department two years; English high department three years; classical department three years; English high and classical department four years."² The curriculum for each of

¹Forty-fifth Annual Report of the Board of Education, p. 160. Chicago, 1898-1899.

²Second Annual Report of the Superintendent of Public Schools, p. 6. Chicago, 1855.

these departments was a single group of subjects. That is, the student was required when he enrolled in Central High School to decide which one of the departments he wished to join, but once his decision was made he followed a fixed curriculum common to all the members of the group with which he had chosen to enlist.

Although the curriculums for the four different departments were modeled after those in operation in the high schools of Boston, New York, and Philadelphia, a period of experimentation was necessary before the principal and teachers of Central High School could determine what courses to include in each curriculum, the amount of time to be devoted to each course, the length of time required for each curriculum, the standards of work attainable within the time limits set, and so on. It is interesting to note that in 1856 the program of studies and the curriculums for the three different departments--English high, classical, and Normal--were stated only in terms of text books to be studied.¹

Principal Dupée was able by 1858 to draw up the following definite curriculum for the students enrolled in the Normal department:

First Year

- First term: Arithmetic, political geography and map drawing, grammar and algebra.
- Second term: Same as first term.
- Third term: Physical geography, botany, natural philosophy, geometry.

Second Year

- First term: Natural philosophy; physiology; book-keeping, one-half term; chemistry; Constitution of the United States and principles of government.
- Second term: History of the United States and outlines of general history, rhetoric, astronomy, English literature.
- Third term: Arithmetic, one-half term; geography; grammar; mental philosophy; English literature.

Reading through the entire course. Composition through the entire course; Practice of teaching, through the entire course. Singing, through the entire course, one lesson per week. Drawing, through four last terms, two lessons per week. Theory of teaching, two last terms, two lessons per week.²

¹Third Annual Report of the Superintendent of Public Schools, pp. 23-29. Chicago, 1856.

²Fifth Annual Report of the Superintendent of Public Schools, p. 77. Chicago, 1859.

Principal Dupée had found it difficult to keep the senior class of only forty students divided into three groups, each group pursuing a different curriculum, because of the resultant small class sizes. Hence he recommended in 1859 a reorganization of the classical and English departments, with modifications as follows: (1) an extension of the time required to complete the curriculum in the English and in the classical departments, from three to four years; (2) a very considerable diminution of the amount of time devoted to the study of the French and German languages; (3) the adoption of a brief course of study in the Latin language, as a drill exercise for the whole school; and (4) an increase of the amount of time devoted to the natural sciences.¹

Curriculums of Central High School extended in 1861.--In 1861 the classical and general curriculums of Central High School were extended. The length of time required to complete them became four years instead of three years, upon the recommendation of George Howland, who had replaced Dupée as principal of the school in 1860. All pupils were required to take Latin or German throughout their first two years, but those enrolled in the general department were permitted to pursue the study of French during their third and fourth years instead of German or Latin if they chose to do so.²

A synopsis of the general four-year curriculum of 1861 follows:

First Year

- First term: Algebra, German or Latin, descriptive geography.
 Second term: Algebra, German or Latin, English grammar and analysis.
 Third term: Arithmetic, German or Latin, physical geography.

Second Year

- First term: Algebra, German or Latin, universal history.
 Second term: Geometry, German or Latin, universal history.
 Third term: Geometry, German or Latin, universal history, botany.

Third Year

- First term: Geometry; German, Latin or French; physiology; rhetoric.

¹Sixth Annual Report of the Superintendent of Public Schools, pp. 55-56. Chicago, 1860.

²Seventh Annual Report of the Superintendent of Public Schools, p. 130. Chicago, 1861.

- Second term: Trigonometry; German, Latin or French; natural philosophy; English literature.
 Third term: Mensuration, navigation and surveying; German, Latin or French; natural philosophy; English literature.

Fourth Year

- First term: Astronomy; German, Latin or French; intellectual philosophy; Constitution of the United States; book-keeping.
 Second term: Chemistry; German, Latin or French; logic; political economy.
 Third term: Geology and mineralogy; German, Latin or French; moral science; political economy.

Reading was required during the first and second year. Drawing was required during the second, third and fourth years. Composition and declamation were required through the entire course.¹

The only subjects in the foregoing synopsis which are not very clear to the modern student of education are natural philosophy and intellectual philosophy. Natural philosophy was then synonymous with physics, and the modern term equivalent to intellectual philosophy is psychology.

The reader has probably noted that the scholastic year was divided in 1861 into three terms instead of into two semesters as at present.

The curriculum for those students enrolled in the classical department was the same as that pursued by those in the general department through the first two years, with the exception that the former were required to take Latin. That is, they were not permitted to elect German instead of Latin. Throughout the third and fourth years those students enrolled in the classical department devoted their attention almost exclusively to Greek and Latin. They studied physiology during the first term of their third year, but the only major studies pursued during their fourth year were Greek and Latin. The classical curriculum provided for the study of English composition and declamation as minor subjects throughout the four years, and for the study of art as a minor during the last three years.²

The curriculum for those students enrolled in the Normal department was only slightly changed in 1861. It remained only two years in length. No new subjects were added to it, but the grade placement of certain subjects was slightly changed.³

¹Ibid.

²Ibid., p. 131.

³Ibid., p. 132.

Agitation for a more practical type of curriculum in 1865.--The board was beginning to sense by 1865 that the reorganization just described did not provide sufficiently for instruction in the natural sciences. The following resolution was adopted by that body on May 19, 1865: "Resolved, that the committee on the high school report at the next regular meeting of the board on the feasibility of introducing a practical or scientific department of two-years course in said school."¹

This recommendation was a harbinger of the establishment in 1875 of a two-year curriculum for students who wished a more practical type of high-school training than any curriculum available in Central High School provided. Although the time was not yet ripe for the introduction of such a practical curriculum the committee recommended a free Polytechnic School for high-school graduates. Steps were taken to secure for Chicago the newly authorized Illinois land-grant college for the promotion of agriculture and mechanic arts, but the movement failed. The committee also recommended modification of the general high-school curriculum as follows:

That the time now devoted to the study of the natural sciences in the high school be extended so as to give to chemistry at least two terms, to natural philosophy, two terms, and to geology and mineralogy one term. We would further recommend that the practice of devoting the first year of the high-school course to a review of the studies of the grammar school, be modified.

2nd--That the time devoted to book-keeping be extended to two terms, the same to be taken from the senior year.

3rd--That instruction in writing be given as often as twice in every week by the teachers of the several sections, except those of the senior class, and that the teachers be instructed to encourage written class exercises during the senior year so that the proficiency gained in previous years may not be lost.²

A reaction against utilitarianism in 1866.--The lengthening of the classical curriculum from three years to four years proved unpopular. On July 31, 1866, the board authorized the committee on the high school to shorten the curriculum for those students preparing for college.³ Such pupils were permitted thereafter to de-

¹Proceedings of the Board of School Inspectors, p. 630. Chicago, May 19, 1865.

²Ibid., pp. 22-23. July 15, 1865.

³Ibid., p. 165. July 31, 1866.

vote their entire attention to Greek, Latin, and mathematics. Hence the time that they spent in Central High School was reduced from four years to three years.¹

The system of examinations restricts the curriculum in 1867.--Reference has already been made in this study to the practice originated in 1866 of inviting committees of college trained laymen of Chicago to examine students in the different departments of Central High School. Superintendent Pickard commented as follows in 1867 on these examinations and their effect upon the curriculum of the final term of each year:

The experiment was in one respect unsatisfactory, inasmuch as the studies examined covered only the time of one very short term. It is the intention hereafter to devote the whole of the third term to a review of the studies of the two previous terms and the annual examinations will then cover the whole year.²

The third term of each year's training, then, became a period for marking time and reviewing the work of the two preceding terms.

The curriculums reorganized in 1869.--A complete reorganization of the curriculums for the high school was made in 1869, the year that four first-year high-school classes were established in elementary schools located in the South, West, and North Divisions of the city.

There were certain regulations to be observed, and certain privileges granted, in connection with the new curriculums of 1869.³ A student in the general department was at liberty to elect in his first year German, French, or Latin; but once his election was made he was required to pursue the language elected for a period of at least two years. The classical curriculum was organized to extend over a period of four years, but pupils might complete it in three years by omitting the elective study. A student might enter the classical department in Central High School from the first grade (now eighth grade) of the grammar school (now elementary school), or from one of the four first-year high-school classes which had been established, as he preferred. In case he intended to enter the classical department in Central High School

¹Ibid., p. 283. August 15, 1867.

²Thirteenth Annual Report of the Board of Education, p. 101. Chicago, 1866-1867.

³Proceedings of the Board of Education, p. 610. Chicago, May 21, 1869.

after completing a year's work in one of the neighborhood high-school classes, he was permitted to substitute universal history for algebra in his first year if he wished to do so. The third term of each year was designed as a review term in all cases.

An analysis of the changes effected in 1869.--A comparison of the general curriculum of 1861 with the revised general curriculum of 1869 reveals a number of changes which will be summarized in the next few paragraphs.

English had been required in 1861 in only four terms out of twelve, or one-third of the time. It was placed in terms 2, 7, 8, and 9. In 1869 English was offered in seven out of twelve terms, or a little more than half of the time. It was placed in terms 4, 5, 6, 8, 9, 11, and 12.

A foreign language had been required in the general curriculum in 1861 in all four years, but the pupil's choice had been limited to German and Latin. In 1869 the pupil was required to take a foreign language in all four years, but he was offered three languages: German, French, and Latin.

Science was required in 1861 in six out of twelve terms, or one-half of the time. Two terms were devoted to the biological sciences, botany and physiology; two terms were devoted to the physical sciences--chemistry, geology, and minerology; and two terms were devoted to general science. In 1869 science was required in ten out of twelve terms, or five-sixths of the time. The sciences were distributed as follows: natural science, first term; botany, terms 2 and 3; mechanics, term 4, and reviewed in term 6; chemistry, term 5 and reviewed in term 6; physics, terms 7 and 8, and reviewed in term 9; geology, term 10.

Social science was required in 1861 for a total of six terms out of twelve, or one-half of the time. The social studies were distributed as follows: United States Constitution, term 10; universal history, terms 4, 5, and 6; political economy, terms 11 and 12; moral science, term 12. No United States history was offered in 1861. In 1869 six terms, or one-half of the total time, were still devoted to social science, but there was a slight change in emphasis. The studies were distributed as follows: universal history, terms 1, 2, and 3; political science, terms 10, 11, and 12. Neither United States history nor the United States Constitution was offered in 1869.

Mathematics was required for ten terms in 1861, five-sixths

of the total twelve terms. The studies in this field were distributed as follows: algebra, terms 1, 2, and 4; arithmetic, term 3; geometry, terms 5, 6, and 7; trigonometry, term 8; mensuration, navigation, and surveying, term 9; and astronomy, term 10. In 1869 mathematics was required in nine instead of ten terms, with the studies distributed as follows: geometry, terms 1, 2, 3, and reviewed in term 6; higher algebra, term 4; trigonometry, terms 5 and 7, and reviewed in term 9; astronomy, term 8.

A comparison of the classical curriculum of 1869 with that of 1861 reveals relatively few changes. The general curriculum was designed to give a practical type of secondary education, to prepare students to go to work; but the classical curriculum was designed primarily for preparing students to enter the college or university. Hence, one would expect greater modification in the former than in the latter curriculum. Many courses were added to the general curriculum between 1861 and 1869 and it was later enriched by the addition of many electives to provide better for the individual differences among students entering the high school, but the classical curriculum remained almost invariable for a long period of time. The following paragraphs will point out the slight changes made in it between 1861 and 1869.

The classical curriculum was fully prescribed in 1861. The pupil's load consisted of three subjects each term except terms 6, 10, 11, and 12. He was required to carry four subjects during the sixth term, but the curriculum was restricted to two subjects, Greek and Latin, during the entire fourth year, terms 10, 11, and 12. In 1869 the pupil's load was three subjects each term. Latin was required in the first two years. Algebra was required in the first year, and geometry in the second. The third subject for the first two years might be elected from the subjects offered for the grade in question. Both Greek and Latin were required throughout the last two years, and a third subject might be elected from the subjects offered for the grade. If the pupil did not desire anything other than Greek, Latin, algebra, and geometry as required in the curriculum designed to meet college entrance requirements, he might omit the elective each term and arrange his program to get college entrance requirements in three years instead of four.

The Period from 1875 to 1895.

The curriculum of the two-year division high schools.--In

1875 the board adopted the following resolution and recommendations presented by a special committee appointed to recommend revisions in the high-school curriculum to make it more practical for the great majority of the pupils, those who dropped out before reaching the third year: "Resolved, that the high-school classes in the different sections of the city be discontinued at the end of the present school year, and that in their stead provision be made for a two-years' course of study of the most positive and lasting value, and which shall be complete in itself."¹

The following curriculum was prescribed for these newly created two-year division high schools:

First Year

First term: Commercial arithmetic; algebra; natural philosophy; botany; German (optional).
 Second term: Same studies as in first term.
 Third term: Same studies as in first term.

Second Year

First term: Bookkeeping; geometry; physiology; chemistry; rhetoric; German (optional).
 Second term: Bookkeeping; geometry; zoölogy; chemistry; English literature; German (optional).
 Third term: Bookkeeping; trigonometry; zoölogy; chemistry; English literature; German (optional).

Drawing and music optional.

History and civil government during the second year.

Composition and declamation during the two years.²

The foregoing curriculum provided for work each school day in each of three fields: mathematics, language (either English or German), and natural science. The other subjects were taken at opportune periods during the week.

The principals of the two-year division high schools asked for a change in this two-year curriculum in 1879, and their request was granted. They requested that commercial arithmetic be dropped, and that algebra be the only mathematics taught the first year. They further requested that book-keeping be eliminated and that geometry be the only mathematics taught the second year.³ Apparently the principals did not look with much favor upon such so-called

¹Proceedings of the Board of Education, pp. 96-97. Chicago, February 9, 1875.

²Ibid., p. 187. June 24, 1875.

³Ibid., p. 101. 1879-1880.

practical subjects as commercial arithmetic and book-keeping.

The establishment of the two-year division high schools caused decided changes in the curriculums of Central High School, revealed by the following quotation, but it hardly seems worth while to set forth the details of the modifications, as Central High School was abandoned in 1880:

The Central High School has a three-year classical course, and also a two-year course for graduates of the division high schools who desire to continue their studies two years longer. The division high-school course comprises the ninth and tenth grades of the public-school system, and the two additional years in the Central High School the eleventh and twelfth grades. Hereafter there will be no ninth and tenth grade classes in the Central High School.¹

Normal curriculum reduced in length in 1875.--The curriculum for the Normal department of Central High School was reduced in 1875 to one year in length. The following quotation describes the nature and purpose of this change:

Important changes have been made during the year which involve the transfer of all academic work to the high school, leaving the Normal School free in the furtherance of its purpose, that of professional training in the art of teaching.

The length of time required will not exceed a year, and may be considerably less than a year in special cases. Hereafter, pupils who have graduated from either of our high schools will be admitted to the Normal School upon the presentation of their diploma of graduation.²

The Normal department pursued the following curriculum, for a period of one year only, from 1875 to 1876:

Historic: Systems, school legislation.

Theoretic: Organization, hygiene, methods of instruction, ethics of school.

Practical: School of Practice, criticism of work, essays on school topics.³

Normal department eliminated in 1877.--In 1877 the Normal department of Central High School was eliminated. No treatment will be presented here of the further development of training facilities for elementary-school teachers, as Normal schools had no

¹Twenty-fourth Annual Report of the Board of Education, p. 26. Chicago, 1877-1878.

²Twenty-first Annual Report of the Board of Education, p. 150. Chicago, 1874-1875.

³Proceedings of the Board of Education, p. 521. Chicago, August 24, 1876.

direct connection with the high schools of the city after 1877.

The curriculum of the four-year division high schools.--In 1880 Central High School was abolished, and three division high schools were established: the North Division High School, the South Division High School, and the West Division High School. The board order establishing these three high schools provided for an English curriculum of two years, a college preparatory curriculum of three years, and a complete high-school curriculum of four years.¹

The board abolished Greek from the high-school curriculum in 1884 and placed English in all curriculums in every year and every term, upon the recommendation of Superintendent Howland.

In view of the fact that English had received little attention in the high-school curriculum prior to 1884, the reader will no doubt be interested in the type of English taught. From two to four English classics were studied in each term. The method of studying them was described as follows in Superintendent Howland's report of 1884:

To be critically read in class with attention given to the formation of words, construction of sentences and expression of thought; characteristics of style and figures of rhetoric, as used by the author; the more important features of English prosody; biographic, historical and classical allusions, oral and written discussions and analysis of subjects, characters, scenes, and events; frequent written exercises upon well considered topics; the life and writings of the author, and his more noted contemporaries.²

Curriculum changes of 1891.--The elimination of Greek in 1884 had meant the elimination of the college-preparatory curriculum. This curtailment of opportunities in the high school for students to prepare for college proved unpopular. Most of the students enrolled in the high schools in 1891 were either preparing to teach in the elementary schools or preparing for college. Hence the curriculums were reorganized better to meet the needs of the student personnel. A college-preparatory curriculum of four years in length was reestablished, and a teachers' curriculum of three years in length was provided.

Analysis of the changes made in 1891.--An analysis of the revised curriculums of 1891 reveals the following important facts.

¹Proceedings of the Board of Education, p. 189. Chicago, 1880.

²Thirty-first Annual Report of the Board of Education, p. 61. Chicago, 1884-1885.

English was required in every term of every year in both the three-year and four-year curriculums. It should be pointed out, however, that English classes met only two or three times per week. Three class meetings in 1891 were equivalent to four class meetings today, as the length of the class period was a full hour instead of forty-five minutes. The two curriculums provided for three years of natural science, four periods per week, distributed as follows: first year, biology; second year, physics; third year, chemistry. Both curriculums provided for algebra, four periods per week, during the first year, and geometry, four periods per week, during the second year. Both curriculums provided for only one full year of history, four periods per week. This subject was placed in the third year. The curriculum for prospective teachers required one term of United States history in addition to general history. Music, art and physical education were scattered through the curriculum. A choice of four or five languages was given in each year of both curriculums.

The Period from 1896 to 1910

Multiple type of curriculum abandoned in 1896.--The high schools abandoned the multiple type of curriculum in 1896. A single four-year curriculum was established in that year. All high-school students were required to take twenty hours of work per week, including two hours of drawing, one hour of vocal music, and one hour of physical training. Prior to 1896 it had been customary to offer certain subjects for a period of one term only, or for a period of two consecutive terms. This practice tended to make the curriculum flexible, and to give the student an opportunity to get a sampling of a number of different fields. But all these short courses were eliminated in 1896. The curriculum adopted in that year required the student to carry the same subjects throughout the three terms of any one year.

The single curriculum of 1896 follows: (The number following each subject indicates the number of class meetings per week.)

First Year

Latin or German (4); rhetoric, English composition, and home reading (4); algebra (4); physiology (4); drawing (2); vocal music (1); physical training (1).

Second Year

Latin (Caesar) with prose composition and sight reading (5), or German (5), or French (5), or Greek (5); English classics, essays, and home reading (5); plane geometry (4); biology (4); drawing (2); vocal music (1); physical training (1).

Third Year

Latin (Cicero), with prose composition and sight reading (5), or German (5), or French (5), or Greek (5); physics (4); history (4); history of literature, English classics, essays and home reading (3); higher algebra (4) (five months); drawing (2); vocal music (1).

Fourth Year

Latin (Virgil), with prose composition and sight reading (5), or German (5), or Greek (5), or French (5); chemistry (4); civil government (3) (four months); political economy (3) (six months); history of literature, English classics, essays and home reading (4); history (4); vocal music (1); physical training (1).¹

Individual differences more adequately recognized in 1900.--In 1900 the offering, or the program of studies, was considerably augmented. The number of subjects required for graduation was reduced; and the individual student was given considerably wider latitude in determining his curriculum. Fifteen units (called credits in 1900) were required for graduation. The constants were: English language and literature, 2 years; a foreign language, 2 years; algebra, 1 year; history, 1 year; and science, 1 year. That is, the core of required subjects consisted of seven-fifteenths of an individual student's curriculum.

The curriculum was purely elective for students who were not candidates for graduation; but it was fixed for those who desired to enter the Chicago Normal College.

The offerings were so arranged that it was possible for students to pursue for extensive periods the subjects which held special interest for them. A partial description of the new program of studies follows:

A new program of study, as elective as the wise conservatism of the board would permit, has been put into operation this year. The program has been growing more and more elastic for several years; but in the new, radical changes have been made. French has been restored to the first year, and now pupils in the ninth grade have a choice of Latin, French, German

¹Proceedings of the Board of Education, p. 675. Chicago, 1896-1897.

or Spanish as a foreign language. History has been introduced into each of the four years--ancient history for the first year, medieval and modern the second year, English the third year and American with civics the fourth year.

Now language, science, history and mathematics parallel one another throughout the four years.¹

A considerable amount of commercial work was offered in this new program of studies of 1900. First-year students, however, were not permitted to elect commercial studies. There was a protest in 1901 against this restriction, and the offerings in commercial subjects were reorganized as follows in that year:

First year: Book-keeping, commercial arithmetic, business forms, penmanship.

Second year: Stenography and typewriting.

Third year: Commercial geography and commercial law.²

Graduation requirements increased in 1902.--It had been customary prior to 1902 for the board to require only fifteen units, called credits at that time, for graduation from high school. The adoption by the board of the following recommendation by Superintendent Cooley raised the requirement in 1902 to sixteen units: "No pupil shall be graduated from the high schools unless he has received 16 credits in the subjects contained in the course of study for the high schools, including the specific subjects of drawing, music and physical culture, credit being given to each subject in the proportion allowed to it by the board of education."³

Superintendent Cooley thought it desirable to set the graduation requirement at sixteen units for all graduates for the following reasons: a standard was desirable to avoid controversy in the administration of the high schools; with the requirement of only fifteen units for graduation, the average student was required to take only two units of work in his senior year; the shortening of the standard curriculum for those contemplating entrance to college was not a defensible practice.

Rigidity of curriculum increased in 1905.--The following recommendations of Superintendent Cooley were adopted by the board

¹Forty-seventh Annual Report of the Board of Education, pp. 81-82. Chicago, 1900-1901.

²Proceedings of the Board of Education, p. 62. Chicago, 1901-1902.

³Ibid., p. 69. 1902-1903.

in 1905:

The superintendent recommends that pupils not preparing for the Normal course nor for college, but who desire to graduate, may make a judicious selection from the program of study, with the advice and approval of parents and principal, but that the following subjects shall be required for graduation: 4 years of English, 2 years of one and the same foreign language, 1 year of mathematics, 1 year of history and 2 years of science.

The superintendent further recommends that pupils be permitted to take chemistry either in the third or in the fourth year, that the text studied in the second year of the Latin course be Caesar; that pupils be permitted to take Virgil either in the third or fourth year; that the course in history be reduced to three years as follows: second year, ancient history; third year, English history, or the history of Europe; fourth year, United States history and civics.

The superintendent further recommends that . . . a full year be given to the study of plane geometry, and that the fourth year of mathematics in the high schools shall include trigonometry, first half year, and arithmetic the second half year.¹

Thus, ten of the sixteen units required for graduation became constants. Hence, the student could elect only six units of work during his four years in high school. The flexibility of the curriculum so much vaunted in 1896 was largely eliminated by the rigid requirements for graduation adopted in 1905.

Credit basis changed in 1909.--In accordance with a request of the high-school principals Superintendent Cooley recommended to the board in 1909 that credit be given on the semester basis instead of the year basis. The principals saw two advantages in this practice, namely: it would permit greater flexibility in a student's curriculum; it would tend to facilitate programming in the small high school; and it would tend to increase the extent of the program of studies. The board adopted the superintendent's recommendation. The latter's instructions to high-school principals follow, in part:

All credits for the year ending January, 1909, and thereafter, shall be entered upon the records on the semester basis.

The same subject-credits shall be given as heretofore, divided, however, into semester credits, so that subjects heretofore receiving one credit will receive two semester credits of .5 each, and subjects receiving .8 two semester credits of .4 each. So far as possible each semester's work is to be made a unit in itself, and it is therefore recommended that the committees of the various high-school departments review the work of their respective departments with a view to rearranging the work of each subject on this basis.

For graduation the requirements shall be three and one-half

¹Ibid., p. 653.

consecutive years of English; two consecutive years of some foreign language; two consecutive semesters of mathematics; four semesters of science (provided that no pupil be allowed to receive less than .6 credit in physiography, and further provided that two of these semesters shall be in one science, physiography and physiology counting as one science); two semesters of history, provided that if a pupil has not two semesters' credit in ancient history or in medieval and modern history he shall not be allowed to present less than two semesters in English history, or two semesters in American history.¹

The Period from 1910 to 1937

Two-year curriculum restored in 1910.--A number of two-year curriculums were established in 1910. The explanation for the return to the two-year curriculum is found in the following excerpt from Superintendent Young's report of that year:

Because the work in vocational subjects such as cabinet making, forge and foundry practice, stenography and typing, accounting, and correspondence, follows the plan of the high-school outline in preparation for admission to college, it is not sufficiently intensive in the early years to make it possible for those who can spend only one or two years in the high school to avail themselves of the high-school course during those years, and consequently they withdraw in large numbers to the shops and business colleges. Two-year courses in which the vocational aim is recognized to the extent of offering a fuller equipment than that given by the short course special schools outside, have been prepared and will be put into operation in September.²

Multiple four-year curriculum reestablished in 1910.--The following excerpt from the board's proceedings of December 29, 1910, sets forth the principal features of the curriculum revision of that year and its causes:

The superintendent reports that with the adoption of the two-year vocational courses in the high schools in August, 1910, and after considering the experience of the high schools under the plan of election of studies, it was thought best to arrange the high-school curriculum in such a way that students should elect courses [curriculums] or groups of subjects instead of individual subjects, and a revision of the entire course thus becomes necessary.³

¹Fifty-fifth Annual Report of the Board of Education, pp. 111-112. Chicago. 1909.

²Fifty-sixth Annual Report of the Board of Education, p. 81. Chicago, 1910.

³Proceedings of the Board of Education, p. 448. Chicago, December 29, 1910.

A committee of principals was commissioned to prepare the new multiple curriculum. They prepared nine special curriculums, as follows: an English curriculum, a general curriculum, a science curriculum, a foreign language curriculum, a business curriculum, a builders' curriculum, a manual-training curriculum, a household-arts curriculum, an art curriculum, and an architectural curriculum.

One of the functions of these nine four-year curriculums was to encourage continuation of high-school work on the part of those students who had enrolled originally for only a two-year curriculum. Superintendent Young commented on the matter as follows in 1910:

The nine courses are so planned that all work done successfully in them will receive credit toward graduation for boys and girls who find at the end of two years that their interest is so great, or that home conditions have become such that they can remain to complete a full four-year high-school course. The success of these intensive courses rests in large measure, if not wholly, with their administration by the principals of the high schools. The day has passed in America when two years of the life of a boy or girl who is going out without a college education can be treated as of little value in the high school.¹

A special curriculum for girls was adopted in the Lucy Flower Technical High School for Girls, and likewise a special technical curriculum for boys in the technical high schools for boys. These curriculums were designed to permit students to take the subjects required for college entrance in addition to the practical subjects. The girls in the Lucy Flower High School were offered a commercial course until 1923, the year in which the school moved into its present quarters. In that year the commercial work was eliminated from the program of studies offered in that school.

The number of units required for graduation varied slightly for the different curriculums, and the constants required varied considerably. Alterations took place from time to time in these curriculums. The practice of recording credits as decimal fractions was discontinued in 1920, and that of granting a full credit each semester for a subject pursued 5, 7 or 10 times per week was inaugurated. Studies were thought of as divided into two classes: full studies, and partial studies. It became customary to call the full study a major, and the partial study a minor. A full credit was recorded for each full study pursued successfully for

¹Fifty-sixth Annual Report of the Board of Education, p. 83. Chicago, 1910.

a semester, and a minor was recorded without credit as a rule.¹

Only slight modifications from 1910 to 1937.--Modifications were made from time to time between 1910 and 1937 in the various curriculums offered. The number of curriculums increased from nine to twelve. The situation in 1937 with respect to the program of studies and the curriculum is well described by the following excerpt from Superintendent Johnson's report of that year:

For a number of years the Chicago public-school system has offered something like twelve different four-year curriculums under such titles as general, general science, general language, science, technical, home economics, social science. The thought was that each curriculum was designed to meet the life purposes of one of the major groups represented among high-school students. Each curriculum had certain required studies, selected according to what was believed to be the special purpose of the course. The requirements of these curriculums, however, were so rigid as frequently to hinder the student from following his own interests and abilities. Moreover, it was very difficult for a student who entered one course to change to any other and still complete the requirements for graduation within the four-year term. Accordingly, many students were compelled to follow for several years courses for which they had little appetite or aptitude because the courses they had selected when first they came to high school had not turned out to be those for which they were best suited.²

The Period from 1937 to 1939

The constants-with-variables type of curriculum restored in 1937.--A constants-with-variables type of curriculum was adopted for all high schools in 1937. The core of required subjects for students in the four central technical high schools was slightly different from that for students in cosmopolitan or comprehensive high schools, because these four schools are specially equipped for a technical type of training.

For the entering class of February, 1937, and all subsequent entering classes the regular four-year curriculum was to be as follows:³

¹Proceedings of the Board of Education, pp. 1763-1764. Chicago, July 2, 1920.

²Annual Report of the Superintendent of Public Schools, p. 103. Chicago, 1936-1937.

³Ibid., pp. 103-104.

For Students in Cosmopolitan High Schools

- First year: English, 1 unit; general science, 1 unit, or general science, 1/2 unit, and industrial or household arts, 1/2 unit; music or art, 1/2 unit; physical and health education, 1/4 unit; elective, 1 unit; total, 3 3/4 units.
- Second year: English, 1 unit; elective, 2 units; music or art, 1/2 unit; physical and health education, 1/4 unit; total, 3 3/4 units.
- Third year: English, 1 unit; elective, 3 units; physical and health education, 1/4 unit; total 4 1/4 units.
- Fourth year: United States history, 1 unit; or United States history, 1/2 unit, and civics, 1/2 unit; elective, 3 units; physical and health education, 1/4 unit; total 4 1/4 units.

Total amount of credit required for graduation: 16 units.

The yearly load for students entering technical high schools, or preparing to enter them in their second year, was the same as for students in cosmopolitan high schools. The boys and girls enrolling in technical high schools were excused from taking music and art, but they were required to earn 3 units of English, 1 unit of general science, 1 unit of physical and health education, 1 unit of United States history, or 1/2 unit of United States history and 1/2 unit of civics. In addition the boys were required to complete a three-year sequence in shop courses, a two-year sequence in mechanical drawing, and a two-year sequence in mathematics; and the girls were required to complete a similar amount of work in home arts and allied courses.

Further modifications in 1939.--In May, 1939, further changes were made in graduation requirements and in the core curriculum.¹ The number of units required for graduation was raised from sixteen to eighteen with a view to requiring the average student to spend a period of eight semesters in the high school, and the core was increased from seven to seven and one-half units. A full year of United States history is now required of all students in addition to one-half unit in civics, whereas students formerly were given an option: one unit of United States history, or one-half unit of United States history and one-half unit of civics.

¹From stenographic notes of a meeting of Superintendent Johnson with high-school principals on April 10, 1939.

Summary

The students of Central High School, established in 1856, were distributed to four departments; Normal department, English-high department, classical department, and English-high and classical department. The founders of the institution intended that each department should have a fixed curriculum requiring a definite period of years for its completion, as follows: Normal department, two years; English-high department, three years; classical department, three years; English-high and classical department, four years. Principal Dupée and his staff attempted to carry out the design of the board, but they encountered great difficulties in doing so because of the small enrollment of the school, between 300 and 400 students. Principal Howland, who replaced Principal Dupée in 1860, secured permission from the board in 1861 to formulate for all students except those enrolled in the Normal department a curriculum which would require four years for its completion. This four-year curriculum was so designed that all students pursuing it were required to take the same subjects during the first two years. The only elective available to students during their third and four years was French. This subject was not available to those students enrolled in the classical department. They were required to devote their attention almost exclusively to Greek and Latin.

In 1869 the four-year general curriculum was revised. The revision resulted in: a greater emphasis upon English and science; slightly less emphasis on mathematics; the same degree of emphasis on social studies as had obtained in 1861; and the offering of French as an elective in the first year in the place of German or Latin. The curriculum for those students enrolled in the classical department underwent little change in 1869.

When the two-year division high schools were established in 1875 the board intended that the curriculum for these schools should be designed to provide for the needs of students who would terminate their high-school education after a period of two years. The curriculum provided for work every day in mathematics, language, and natural science. Commercial arithmetic and book-keeping were required; German was the only foreign language offered, and English might be substituted for German. This attempt to give a more practical turn to the first two years of a high-school education was

not very successful. In 1879 commercial arithmetic and book-keeping were eliminated from the curriculum.

In 1875 the curriculum of the Normal department was reduced from two years to one year in length, and in 1877 the department was entirely eliminated. The classical department of the high school was eliminated in 1896, and all students were required to pursue practically the same curriculum. The only choice of subjects left to students was in the field of foreign languages. Latin and German were available in the first year, but a student was required to continue for a period of at least two years the language elected. French and Greek became available in the second, third, and fourth years.

Individual differences in the abilities, needs, and interests of students were recognized in 1900, and each student was permitted rather wide latitude in the selection of subjects. The program of studies was greatly augmented, and the offerings were so arranged that it was possible for students to follow a major interest for extensive periods of time. Only seven of the fifteen units of work required for graduation were constant for all students. The number of units required for graduation was increased from fifteen to sixteen in 1902, and in addition all students were required to take physical education, music, and art for certain specified periods of time without credit. The number of units prescribed for all students was increased in 1905 from seven to ten. As a result, the curriculum of 1905 was much less flexible than that of 1900.

The high schools reverted in 1910 to a curriculum similar to that with which Central High School began, a departmental type. Nine special curriculums were outlined--science, foreign language, business, manual training, home economics, and the like. These curriculums were two years or four years in length. The student was required upon entering the high school to decide which one of the nine he wished to follow. His decision determined his curriculum for the duration of his high-school career, and he had nothing further to say in connection with it, with the exception that he might with the consent of the school authorities change to another curriculum in case he decided that he had made a poor choice originally.

Special curriculums prevailed with slight modifications until 1937. In that year all the high schools, except the technical high schools, returned to the type of curriculum adopted in

1900. Seven units, out of a total of sixteen units required for graduation, were prescribed for all students. Wide latitude of choice was permitted in the accumulation of the additional nine units required for graduation, although a certain degree of sequence in work was exacted. The number of units required for graduation was increased in 1938 from sixteen to eighteen, and the number of units required of all students was increased from seven to seven and one-half.

CHAPTER VIII

SUMMARY AND CONCLUSIONS

An analysis of the statements made by the various superintendents regarding the aims and functions of the high school reveals that the major emphasis has been placed on the civic-social-moral and vocational aims, there being relatively little mention made of health and recreation. This is to be expected since the emphasis on health and recreation in American secondary schools is a late development, and in view of the fact that superintendents have made few statements since 1900 concerning the aims and functions of the high school. Superintendents have made numerous references to the enrichment and democratizing functions of secondary education, and to the necessity for making adequate provisions for individual differences, but very little is to be found in the official records of the board concerning exploration and guidance, training in the fundamental processes, and the custodial function of the high school.

An urgent need exists for a clear and comprehensive statement of the aims, purposes and functions of the high schools of Chicago and for the adoption by school officials of definite policies designed to further the accomplishment of these aims, purposes and functions.

Organization of the High-School System

The building which housed the first high school, constructed in 1856, was large enough to accommodate approximately 500 pupils. Its facilities were ample for a period of thirteen years to care for all who wished to continue their education beyond the elementary school.

In 1869 first-year high-school classes were established in elementary schools in the various divisions of the city. The bringing of such opportunities nearer to the homes of prospective pupils served to popularize secondary education, and there soon developed a demand for an extension of such community service. Consequently two-year high schools were established in the North,

West, and South Divisions of the city in 1875. Graduates of the two-year high schools were expected to abandon their local schools at the end of two years and to travel to Central High School if they wished to complete the last two years of a four-year curriculum. This requirement had a tendency to limit sharply the number of students who chose to continue their high-school work beyond the first two years. Hence, Central High School was consolidated with the West Division High School in 1880 and the three two-year division high schools were converted into four-year institutions with a view to promoting completion of the four-year curriculum by a larger number of students.

A new high school was built in 1889 to accommodate the pupils of the Northwest Section of the city, and in the same year six additional high schools were added to the system through a vast annexation of territory to Chicago. Part-time instruction of a technical nature had been provided in a central English High and Manual Training High School in 1886 for boys who cared to leave their local high schools in the afternoon to receive instruction in the industrial arts. In 1890 this school became independent, enrolling a full-time pupil personnel of its own. The inclusion in 1904 of the first two years of the industrial and home arts curriculum in all general high schools in which a demand existed for such work served to promote the comprehensive high school and to check the development of the central, specialized high school. However, the development of the latter was not completely arrested. During the period from 1903 to 1915 a technical high school for boys was established in each of the three divisions of the city, in the following order: West, North, and South. Each of these schools has grown enormously in enrollment and in physical facilities in recent years. The West and South Side schools now enroll approximately 5,000 pupils each, and the North Side school has an enrollment of more than 8,000. Special technical schools for girls have not been established so extensively. A technical high school for girls established on the South Side in 1912 was moved in 1927 to the West Side. It now enrolls approximately 3,000 girls. Although the establishment of similar schools on the North and South Sides of the city has been considered from time to time, such schools have not materialized.

A central co-educational commercial high school was established for eleventh and twelfth-grade students in 1937. Numerous

attempts were made prior to this time to establish such a school, but without success. Efforts in behalf of a specialized commercial high school were probably fruitless because of the fact that the extensive commercial courses offered in comprehensive high schools enabled students to receive a satisfying type of business training without being obliged to travel long distances.

Comprehensive community high schools have increased since 1889 to the point where they now number thirty-seven, so distributed over the city that high-school opportunities are available, in general, within two miles from the home of any given prospective student.

By 1891 evening high schools had been established in all three divisions of the city. During the period between 1910 and 1919 high-school classes were opened in practically all evening schools, those operated in elementary-school buildings as well as those operated in high-school buildings. The resultant scattering of high-school classes throughout the city made it difficult to grade the students and subject matter properly. In 1919 a standard evening high school was established on the South Side. Its success led to the establishment of another on the North Side in 1924, and another was established on the West Side in 1929. Thus all divisions of the city were served by standard evening high schools by 1929. In 1931 three others were opened and were so distributed that each division of the city was served by two such institutions.

The first summer high school was established on the South Side in 1911 with a term of five weeks. Its expenses were defrayed chiefly by the board, since only a nominal fee was exacted of students. Many vacation high schools were opened soon thereafter and the term was extended. The board tended to pass the cost of this institution on to the students. The fees were raised considerably in 1929, further raised in 1930, and placed at a figure in 1933 which enabled summer schools to operate with practically no support from tax moneys. It has become customary for the board to authorize the opening of as many summer high schools as can enroll enough students to make possible satisfactory classification.

Administration and Supervision

School officials have not always been guided solely by reason in the determination of policies with respect to issues which have arisen in connection with the administration of the high

schools. Personalities, financial resources, tradition, educational theory dominating particular periods, and many other factors have operated as determinants of policies. The last word has probably not yet been said regarding certain issues such as: the proper size of the high-school unit; the proper size for various types of classes; high-school terms; the length of the class period; and the handling of necessary clerical work. Up to the present writing Chicago's position with respect to these issues can be summarized briefly, thus: (1) the individual high-school unit should be built to accommodate between 2,000 and 4,000 pupils; (2) class sizes should vary between twenty-five and thirty-five pupils for the most part; (3) the ten-month term, divided into two semesters of five months each, is to be preferred to a shorter term or to the all-year school term; (4) the forty-five minute class period and the eight-period day are better for Chicago than the hour period and the five-or six-period day; and (5) the greater part of the clerical work in the high schools is to be done by the regular teaching staff rather than by a force of specialized clerks.

Prior to 1889 there were not more than a half-dozen high schools in the city, and the enrollment in no unit exceeded 1,000 pupils. The curriculum was comparatively restricted. Many details of administration and supervision were still handled by the superintendent and the board. The doubling of the number of high schools resulting from extensive annexations of territory to the city in 1889 led to the assignment of an assistant superintendent to devote his entire time to the management of the high schools. This arrangement continued for a period of eleven years, but from 1901 to 1924 there was no official except the building principal who specialized in the administration and supervision of the high schools. Each member of the staff of assistant superintendents worked in all the units of the school system during this period of twenty-three years in such special areas as: the administration of teaching personnel, the budget, special schools, the curriculum, evening schools, and so on. District superintendents assigned to certain geographical divisions of the city at times supervised the high-school units as well as the elementary-school units falling within their territory. In 1924 Chicago returned to the plan abandoned in 1901, thereby placing almost complete responsibility for the administration and supervision of secondary education in the hands of one assistant superintendent. The office of assistant

superintendent in charge of high schools has been constantly in existence during the period from 1924 to the present. High-school enrollments have more than doubled every decade since 1890, and the burden of administration and supervision has grown apace. Hence, there has been a tendency for the board to appoint district superintendents to aid the assistant superintendent in charge of high schools. At the present time he has four such aides, and he is further assisted by directors and supervisors of various departments and special activities.

Echoes of problems that have arisen in the various high schools in connection with the administration of pupil personnel have appeared in the board records principally in connection with discipline: corporal punishment, suppression of secret societies, enforcement of regular attendance, and suspensions for infractions of rules. Corporal punishment was officially abolished in 1868 and has not since been permitted. Secret societies caused much concern during the period from 1903 to 1921, but they were officially and legally abolished in the latter year. From 1857 to 1870 a pupil forfeited his seat in the high school if he was absent more than six half days in four consecutive weeks, and he could be restored only on action of the superintendent. Since 1870 there has been considerable liberalization of the rules with respect to attendance, and suspension is now looked upon as a measure of last resort, to be exercised with the greatest possible degree of restraint. Principals have come to feel that society now has no place for youth of high-school age except in school.

The High-School Staff

Teachers were generally recruited from the East in the early period of the high school's existence, since higher institutions of learning equal to those in the East had not at that time been developed in the Middle West. From 1900 to 1930 little attempt was made to recruit superior principals and teachers for the high schools, but school officials were enabled to select only the most promising from the vast numbers of applicants for positions because of the progressive development of: a relatively attractive salary schedule, provisions for tenure, the merit system, advantages of life in or near a large city, and the assurance of a pension upon retirement. From 1930 to the present an attempt has been made to recruit high-school teachers exclusively from the elementary

schools of the city and from residents of Chicago who are eligible or who become eligible for appointment to high-school teaching positions. This policy has tended to reduce the proportion of men and women in the high schools, since there have been no men teachers in Chicago's elementary schools. However, the situation may change. The composition of the class which entered Chicago Teachers College in September, 1938, is as follows: 40 per cent men, and 60 per cent women. If the Teachers College continues to attract young men in such large numbers, they will gradually filter up to the high school after being assigned to teaching positions in the elementary schools. The fact that examinations have been opened to outsiders in certain specialized fields in which only men are prepared has tended to offset to some extent the practically exclusive recruiting of women from the elementary schools in recent years.

From 1856 to 1875 it was customary to pay a man teacher two to three times as much as was paid to a woman for the same work and the same qualifications. The differential in pay between the sexes was gradually reduced until in 1892 the salaries paid to men and women for the same training and service were equalized.

The worth of high-school teachers was long considered to be proportional to the seniority in the high-school curriculum of the subjects which they were certificated to teach. At the present time all subjects are considered of equal value officially, and teachers of the various subjects receive equal pay for equal training, experience, and efficiency.

A number of different agencies and activities have been developed and encouraged for the improvement of high-school teachers in service: supervision of teaching, inventories of the status of training, committee work, training classes, teachers' professional associations, staff meetings, professional reading, visiting, and teachers' institutes.

From 1856 to 1917 teachers had to be reëlected annually, and there was always the possibility that an individual or a special group of high-school teachers might be singled out for dismissal. The Otis Act, passed in 1917, provided for permanent tenure, although specifying that teachers might be dismissed for cause in a prescribed manner. The board has not attempted to contravene this act, since its provisions had been essentially accepted voluntarily by that body as early as 1902.

The high-school principals were given no administrative

help prior to 1909. In that year the board authorized clerical assistance for the principals of large high schools, and in 1910 an assistant to the principal was assigned to each large high school. Chicago high schools have not been provided as liberally with staff members who devote all or a portion of their time to administrative and supervisory duties as have those of certain other large cities, New York City for example. There was a tendency from 1909 to 1928 for the administrative and supervisory staffs in the high schools of the city to increase. During the period from 1928 to 1936 curtailment of such service was the rule, for the purpose of reducing school costs. But very recently there has been a more liberal allowance of clerical service, librarians, guidance workers and administrative aides.

The High-School Buildings

Over a period of eighty-three years the high-school buildings have become progressively more complex, more sanitary, safer, more flexible, and better adapted to the educational activities carried on in them. The successive types of high-school building have included new features designed to promote better instruction, increased efficiency in the handling of non-instructional activities, and improvement and extension of the special services provided for students.

The building which housed Central High School, established in 1856, was a very simple, small structure providing no special rooms other than a miniature office for the principal, cloak rooms, and a combined study, assembly and lecture hall on the third floor. School officials received many complaints concerning its hot air heating plant and its inadequate ventilating system. Most of its classrooms were corner rooms which received light from two sides; the rooms between these corner rooms received their light from either the north or the south; and the floors, stairs, and wainscoting were not fireproof.

Special features were included in the successive types of new high-school buildings in approximately the following order: toilet rooms in the basement; chemical laboratories in the basement; physical and biological laboratories; gymnasiums; adequate administrative suites, tower toilet rooms and lavatories; rest rooms for teachers; shops for boys; mechanical drawing rooms; domestic science rooms; commercial rooms; cafeterias; adequate audi-

toriums on the ground floor; vocal-music rooms; art rooms; social and civic rooms; rest rooms for girls; swimming pools; instrumental-music rooms; R.O.T.C. facilities; student-activity rooms; rooms for bicycle storage; practice rooms for dramatic groups; adequate library facilities; conference rooms and adjustment offices to be used in connection with guidance work; home-arts laboratories; and industrial-arts laboratories. Experience with these new features over a period of years has generally resulted in great improvements in them in the successive types of new high-school building.

Prior to 1895 little attention was given to the elimination of fire hazards in the construction of high-school buildings. In 1898 the board became committed to the policy of constructing fire-proof structures, but it was not until 1903 that the new policy really became effective. The necessity for fire-proof construction was impressed upon the minds of Chicagoans in that year by the Iroquois Theater fire.

School officials early became aware of the need for proper sanitation in high-school buildings. During the period from 1871 to 1875 theories were evolved concerning the proper types of lighting, heating, ventilation, and toilet facilities. By 1887 a fairly satisfactory system of heating and ventilating had been developed, but not until after the World War was a type of high-school building developed which provided uniformly adequate natural light for all classrooms. Electric lights were not generally provided in classrooms before 1911, and satisfactory toilet facilities have been a relatively late development.

The Curriculum

The multiple type of curriculum was in vogue in the high schools from 1856 to 1896, although the trend was constantly toward a single curriculum during that period. Central High School, established in 1856, had three different curriculums: the general curriculum, with emphasis upon English and science; the classical curriculum, stressing ancient languages and mathematics; and the Normal curriculum, designed to prepare young ladies to teach in the elementary schools of Chicago. The first step toward the goal of a single curriculum, which was to be attained in 1896, was taken in 1877 when the Normal department of Central High School was eliminated. From this date to 1896 the general English curriculum enrolled students in ever increasing numbers, whereas the

classical curriculum tended to attract a smaller proportion of the total high-school enrollment. In 1896 a single curriculum was adopted which all students were required to pursue. The only choice of subjects allowed the student was in the field of foreign languages where he might choose one of the following five: Latin, Greek, French, German, or Spanish. Stated in another way, all subjects in the curriculum of 1896, with the exception of foreign language, were constant for all students. The curriculum did not recognize differences in the needs, interests, abilities, and purposes of the pupil personnel. During the period from 1896 to 1900 a protest against the narrow restriction of the curriculum was developing which resulted in its enrichment and liberalization. Sufficient courses were introduced in 1900 to enable a student to pursue for a considerable period of time a major interest in any one of several fields: English, social science, commercial work, natural science, mathematics, foreign language, or industrial arts. The constants in this curriculum constituted but one-half of the graduation requirements, the remaining half being variables.

In 1910 it seemed desirable to return to the multiple type of curriculum. There had been established in the city a considerable number of private trade schools and schools of business which had a tendency to attract boys and girls immediately upon their graduation from the elementary school. Consequently the public high schools provided several two-year curriculums designed to attract pupils who were seeking a practical type of training upon completion of the elementary grades. These curriculums were so designed that they would encourage students who entered upon them to continue a similar line of work for an additional period of two years in the high school. That is, they were planned to articulate with four-year curriculums in the same or allied fields. There were ten such four-year curriculums in 1910, and the number had grown to twelve by 1937.

The conditions which made the two-year and four-year type of multiple curriculum desirable in 1910 no longer existed in 1937. The competition of private trade and business schools with the public schools for the boy or girl of the age of fourteen or fifteen had practically disappeared. Such private schools of this nature as existed were making their appeal to high-school graduates for the most part. Furthermore, much had been learned in the interim between 1910 and 1937 concerning individual differences.

Hence it seemed desirable to require pupils to take only those subjects which are generally considered essential for all pupils, constituting a core of seven units, and to permit students to choose from all other offerings according to their interests, needs, abilities, and capacities. Hence the constants-with-variables type of curriculum was adopted in 1937, with the recommendation that pupils should be given much guidance with the variable portion in order to make sure that it would be somewhat sequential, but at the same time adapted to the needs and interests of the individual.

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